ACTIONAID'S STRATEGIC PLAN "JUST AND DEMOCRATIC GOVERNANCE 2006-2010"

THE REVIEW REPORT

List of Acronyms

AAI	ActionAid International
ADB	Asian Development Bank
ALPS	Accountability Learning and Planning System
ASEAN	Association of South East Nations
ASEM	Asia Europe Meeting
AU	African Union
CD	Country's Director
CP	Country's Programme
CSO	Civil Society Organization
DA	Development Area
ELBAG	Economic Literacy and Budget
MDG	Millenium Development Goals
MOU	Memorandum of Understanding
NGO	Non-Govermental Organization
IGT	International Governance Team
IFI	International Financial Institution
JDG	Just and Democratic Governance
RTEP	Right to End Poverty
SAARC	South Asia
TNC	Transnational Corporation
UN	United Nations
UNDP	United Nations Development Program
WB	World Bank

Section 1: Introduction

When the AAI 'Rights to End Poverty' (RTEP) Strategy (2005-210 +1 year added) was formulated, and the 'Rights to Just & Democratic Governance' strategic plan 2006-2010 (+1 year added) was agreed, a thematic review was planned for the 'Governance theme' in the last leg of the current strategic plan. It was envisaged that such a review and reflection would promote lesson learning, and therefore inform the governance theme plans and work. It was planned as feedback mechanism, in line with ALPS principles as a participatory exercise.

Three years into thematic work (from 2009 onwards), alongside the process of affiliation with MS, a pilot model of an affiliate mandated to take lead on an AAI theme was developed and a MOU (2010-2011) between Action Aid International and MS with regards to the Governance theme signed.

Given the experimental and lesson learning nature of this model, and located in the context that it is now in the final years of the current RTEP strategy (and a time where there have been considerable changes in global economic, political and power contexts), AAI assigns a review mission to factor in strongly the need for informing the future strategy of AAI, apart from encouraging reflections and generating lessons on the relevance and nature of democratization and governance work in the next period.

Objectives of the review mission are as follows.

1. To assess the progress and impact so far of work outlined in the strategic plan for the Rights to Just and Democratic Governance theme and in particular in line specific revisions on "focusing" the scope of governance work (What is policy and what is governance – 2007)

2. To gather and share best practices, knowledge and experiences from both AAI and MS governance programs, and likeminded organizations working with governance, to strengthen and support the current implementation and future scope of the Rights to Just & Democratic Governance theme

3. To generate wider governance lessons and recommendations that will inform and have implications for both the next AAI strategy as well as the future governance thematic strategy

This review work takes place when AAI is in the process of renewing its overall strategy and structure. In this context and considering relatively short time frame for review work, the Review Team focused itself more on qualitative analysis and assessment rather than gathering and reflecting statistic figures. Since governance has a cross-cutting impact in AAI work, the review cannot be limited only on the governance work and structure without tackling some related aspects of overall AAI strategy and organizational structure.

Section 2: Methodology

The review mission employed both vertical and horizontal approaches.

The vertical approach is for reviewing the programmes, partnership lessons, and methodologies in countries with significant governance work and "exposure".

The horizontal approach is for looking at the context of governance and role relevance of CSOs, in specific ActionAid International in promoting a rights based, people centred approach and work through the lens of governance.

While the two approaches are intersecting, the primary methodology for the horizontal approach is one of secondary review of data and discussions with relevant stakeholders. It entails literature review of work reports, wider literature review of governance work and discussions with various actors (e.g. CSOs, NGO network partners, AAI staff, research institutions, etc.).

The vertical approach entails both a survey and participatory review and reflections. For this purpose country programs with significant governance exposure is selected through a purposive sample. Nepal and Cambodia are selected for country case studies of significant governance exposure and experience based on the criterion of size, and democratic trajectory.

2.1. Scope of review and limitation

The mission is designed in three major works in order to meet its three objectives.

1. Assessing (i) the relevance, outcomes and overall performance of the three AAI strategic goals with linked actions and expected outcomes of the Rights to Just & Democratic Governance theme in relation to 'Ending Poverty', and (ii) to which extent the AAI organization goals and linked priority areas outlined in the Rights to Just & Democratic Governance strategic plan (particularly revised areas of focus in relation to policy) have been achieved and recommend setting of new goals for future Governance strategy.
2. Identifying and recommending effectual, replicable and innovative methodologies, tools and approaches generated from AAI and MS governance programs and CSO partnerships based on analyses of state-of-the-art governance work and new trends from likeminded organizations, research institutions and think tanks.
3. Assessing how and to what degree the governance theme and team has contributed to the rights based approach and cross cutting governance work in the other five RTEP themes as well as the policy function inline with the scope and impact of international governance thematic work aimed at bringing discourse to the AAI organization, connecting and influencing other actors in CSOs, regional and international governance institutions, and national governments.

The main limitation is relatively short time was given (about 3 months) and lack of human resources for review work (the Review Team consists of only of 2 persons - the Lead Reviewer and the Junior Consultant).

Due to limitations of time and other recourses, the Lead Reviewer was just able to visit one country in South Asia – that is Nepal, and one country in South East Asia – that is Cambodia. The Junior Consultant visited Nigeria and Uganda. No visit to South America could be conducted.

2.2. Documentation review

The review covers a number of documents prepared by AAI and its stakeholders. The most relevant papers are Action Aid's Annual Reports and Annual Theme Report as well as Country's Reports in three years from 2006

to 2008. Stories and working papers on just and democratic governance practices and facilitations are also reviewed.

The Annex 1 provides a list of reviewed documents.

2.4. Meetings

The Lead Reviewer participated in the meeting on governance with Asian CPs in Nepal and the Junior Consultant took part in the Africa meeting in Tanzania.

These meetings provided very good opportunity for the Review Team to have direct discussions with AAI's staff members, Country's Directors, Governance Leads, representatives of thematic groups and other stakeholders on the AAI governance work.

2.5. Interviews

The Review Team conducted direct interviews with AAI's IGT members, Country's Directors, Governance Leads, partners, representatives of thematic groups, and other stakeholders, mainly from Asia and Africa on their assessment and vision on governance work. This provided an opportunity for in-depth analysis and rich brainstorming on AAI strategy and organizational structure related to its governance work and beyond.

2.6. Field trips

Field trips are arranged to Nepal and Cambodia for the Lead Reviewer and to Nigeria and Uganda for the Junior Consultant to meet and discuss with Country's programme staff, with partners organizations, with people of local communities and other stakeholders in order to understand and assess the work on the ground.

2.7. Country Case Studies Reports

Based on the format prepared by the Review Team, Country's Programme of Brazil, Nepal, Zambia, Kenya, Zimbabe have contributed Country Case Studies Reports to provide reflections on various aspects of governance work under review. The Team's visit to Cambodia, Nigeria and Uganda helped also to add Case Studies Reports from these countries.

Session 3. Assessment of concept, approaches and goals

3.1 The Strategic Plan of Just and Democratic Governance is comprehensive paper of AAI concept, approaches, visions, objectives, directions, scope and dimensions of work as well as organizational and financial arrangements for governance work from 2006-2010 and beyond.

The formulation "Just and Democratic" added a political understanding and approach to the traditionally weak concept of "Governance". The Strategy Paper contains a very good description of a number of root-causes of poverty which are unequal and unjust power relationships, oppression, exclusion and exploitation, unequal distribution of wealth, market invasion and neo-liberal economic globalization, militarization and corruption, etc.

The paper made also very clearly the linkage between poverty and lack of democracy which are reflected in denials of people's rights and participation, the pro-rich, pro-elite and anti-people nature of the states, the lack of accountability of the authority, etc.

It has also very valid definition and analysis concerning the present situation of "democracy" and "governance". General view is that the IGT definition of governance is correct and relevant, especially to the context of Africa, Asia and Latin America.

This part of general definition and analysis could be more comprehensive if it could reflect in full all objective and subjective causes of poverty, show more clearly linkage between poverty and injustice on the one hand and political nature of the state and socio-economic system on the other hand, organic relation between democratization and social progress and describe also the on-going dynamic and tendencies related to situation of poverty and injustice.

3.2. The Human Right approach and People Centered approach chosen for the AAI governance strategy are much more comprehensive, radical and progressive than approaches of many other international organizations working on poverty reduction or human rights. It is important to note that the IGT understanding of human rights is much more holistic than many NGOs working on this issues, is more relevant to the UN definition on

human rights while emphasizing the right to food, employment, water, health, education and public services along with political and civil rights. The right-based approach has been a very positive distinction of AAI strategy for ending poverty and injustice, provides rooms for developing political vision and solutions to the problem.

However, the Human Right based approach has also certain limitation for addressing problem of poverty and injustice in more integrated and holistic ways since it focus mainly on rights claim and participatory processes which are often not enough for achieving improvement of real socio-economic situation of the people. (*See more detail analysis about this in Session 8: "Some additional issues to be discussed"*).

3.3 The 3 strategic goals are as follows:

(i). Promoting the participation and control of women and excluded groups in institutions and mechanisms of governance

(ii). Democratize and deepen the accountability of; states and their institutions, corporates, multilateral institutions and civil society, to the people at the local, national and international levels

(iii). Promote the realization of rights and justice through the monitoring of governance, human rights, and development service delivery and by supporting and strengthening peoples' struggles to claim rights and justice at all levels

Those 3 strategic goals are very relevant to the AAI ultimate aim of ending poverty and injustice. The activities and expected outcomes for achieving each of the goals are designed very clearly and adequately.

The selection of women, the poor and excluded communities as main target groups shows clear focus of AAI for governance work on vulnerable and marginalized groups.

The designed activities are rich in forms like education and training, support of participation, campaigns of the target groups, research and advocacy, building partnership, experiences sharing, promoting various tools (micro

planning, budgeting, citizens' charters, public hearings, social audits, etc.) for governance work at local, national and international levels.

The designed activities target all stake-holders concerned, including marginalized communities, local and national governments, civil society organizations, media and business community, TNCs and international institutions, etc.

The limitation is the narrow definition of the specific target groups in the 1st goal may limit ability of AAI to expand its work to other social groups who are also in need, such as peasantry, workers, youth and children, etc. The other concern is the set goals and expected outcomes seem to be too ambitious in comparison with available human and funding resources as well as time frame. Besides, the expected outcomes in governance work are usually intangible and therefore, difficult to measure results of their realization.

3.4. The 4 organizational goals are as follows:

(i). Evolve and strengthen internal organization

(ii). Build internal knowledge, capacity and communication

(iii). Strengthen programme work and campaigning

(iv). Strengthen inter thematic work and deliver on agreed thematic objectives

Those four organizational goals are relevant to the functional role and cross-cutting character of governance work in AAI. The focus and direction of work related to each of the goals as well as to each of the other thematic works was elaborated in a systematic approach. Necessary human resource, organizational structure and financial resource have been clearly stated in the Strategy.

The main challenge is the implementation of these goals would require strong support and consistent commitment from the AAI leadership as well as active cooperation from all CPs and other thematic teams in AAI, which cannot be taken for granted. The planned budget for governance team seems

too modest comparing with the desired structure and amount of work to be implemented for achieving the expected outcomes.

Session 4. Overview of state-of-the-art of governance work

4.1. The elements/components of governance work had been incorporated at various levels in ActionAid activities in the past, but since the establishment of International Governance Team in 2005 and along with the implementation of the Strategic Plan, the AAI governance work has been advanced to the new qualitative level. During this relatively short period, despite of having to face and overcome many challenges, the governance work has significantly developed and effectively contributed to the advancing and realizing AAI strategic and organizational objectives and becomes an indispensable and important area of AAI work for ending poverty and injustice.

4.2. Scale and intensiveness of governance work has been advanced significantly in ActionAid at all levels.

At international level, the ActionAid's provided progressive political visions and critical positions on emerging important issues, strongly supported and actively participated in joint efforts of global social movements to develop people-centered alternatives and responds to the faced challenges. This has brought AAI to a vanguard position in international social movement, consolidated progressive image of AAI, helped to expand AAI partnership relations with new militant organizations/networks in many parts of the world.

AAI governance work has been advanced in all regions, partly thanks to the work of the International Governance Team and its Governance Regional Coordinators in the respective regions. In Latin America, although there has been not possible to recruit/assign Governance Coordinator for the region but governance work there has been also expanded and achieved many successes, mainly because of existing socio-political culture, strong and dynamic social movements and on-going political process in this region.

At national level and local, the governance work has been expanded in more than 30 CPs and being carried out in the most of the DAs with very rich form of people's empowerment, supporting people's participation, rights claiming campaigns, advocacy and, in some places, service delivery.

4.3. Governance work has also contributed to the enhancing and increasing effectiveness of AAI work in other thematic areas, especially in providing effective tools such as ELBAG, social audit, local governance, etc. to ensure accountability and transparency as starting point for JDG.

Governance work helped to streamline ActionAid activities at various levels and localities along tangible focuses such as ELBAG, Local governance and democratization; Civil Society Accountability, etc.

Governance work has also contributed in developing, strengthening and consolidating political values and characteristics of the AAI through building and disseminating internal position on democracy, aid and donor accountability, local governance, election, social protection, corruption, MDGs, IFIs, Civil society, etc, through training, publications, information and knowledge sharing.

A number of important and useful tools/initiatives have been launched such as ELBAG, State of the State, NGO accountability, South-South Solidarity Platform, etc. With the adoption of MS (ActionAid Denmark) as a member these tools have been substituted with handbooks in 'Building Local Democracy' (accountability & political empowerment).

4.4. Despite of the fact that the process of the implementation of the Strategic Plan was affected by the lack of human and financial resources, by some changes in AAI policy related to governance work and lately by the merging process with MS, the basic governance organizational structure has been established, strengthened and supported with well-rooted connection at local and national levels, governance policies and tools were developed.

International Governance Team basically consists of only 3 members - 1 Team Head, 1 Regional Coordinator for Africa and 1 Coordinator for Asia has managed to overcome many difficulties and make important contribution to achievements in AAI governance work thanks to high level commitment, strong political conviction, dynamic creativeness, high level of professionalism and punctuality, comradeship and unity spirit of the Team members.

4.5. The merging with MS, along with some challenges, has opened new opportunity for strengthening organizational structure and advancing governance work in AAI in the forthcoming period. In 2010 the number of staff in the IGT will double, and considerable funding for capacity building has been added.

Session 5. Assessment of the realization of the strategic objectives

5.1. Achievements

5.1.1 Participation of women and excluded groups in governance processes has been strengthened through AAI work in awareness raising, mobilising, education, training and capacity building for women and disadvantaged social groups and their leaders, in support of their participation in election and decision-making processes, in facilitating formation of democratic mechanism and processes at local and national level open to women and people's participation, in supporting various forms of organization for self-protection and empowerment of women and excluded groups, in providing effectives tools for their participation in social and political life at local and national levels as well as in supporting various campaigns in favor of the interests of women and excluded group.

As a result, many women and poor people become more self-confident and more proactive in social and political lives. Their participation and role in community, local councils in AA DAs has been enhanced and leading to positive changes of their lives. Formation and activities of organizations/networks of women and excluded groups as well as their cooperation with other networks has strengthened their capacity to protect and promote their interests.

5.1.2. People's awareness, capacity, participation and effectiveness in holding duty-bearers accountable have been enhanced in most of the locations of AAI activities. Advocacy (direct and indirect) work has been advanced in many countries through engagement with governance institutions and process, through organizing seminars, workshops and campaigns. ActionAid and its supported partners have direct access and established effective forms of working with parliamentarians and/or engagement in discussion on national development programme and on aid policies in number of the countries.

In Nepal, Zambia ActionAid supported its partners to actively engage in the process of constitutional building. In several countries, people's campaigns supported by the AA has brought about the change in laws and regulations in favor of the women, the poor and excluded.

The work on Economic Justice and Governance has been spread and strengthened in almost all CPs to promote knowledge, tools and processes aimed at facilitating, supporting and strengthening regular monitoring of development policy promises, welfare service provisioning, and institutions of governance from the perspective of human rights, social justice, delivery of services and, human development. Economic Literacy and Budget Accountability for Governance (ELBAG), initiated by the Governance theme in 2006, are being increasingly used widely by social movements and citizens to come together and get organized around issues of economic injustice and influencing decisions & processes that affect their lives – locally and nationally.

As result, mechanism for people's participation in planning and monitoring processes has been created in many localities in ActionAid DAs as well as at national level in various countries. People being empowered and equipped with effective governance tools, have more capacity to influence decision making and monitoring implementing process that contribute to change attitude and behavior of local officials in favor of people's interests and rule of laws. The training for local officials and proactive engagement with local authority also help to improve their functions towards becoming more transparent, rules-based, participative and effective.

5.1.3. Actual realization of rights and justice has been improved in many DAs of AAI activities. Through participation in planning, budgeting and monitoring people in many localities managed to secure projects for

construction of essential infrastructure for improvement of community livelihood such as roads, health centers, education and sanitation facilities, water boreholes, electric connections, etc. Empowered and organized poor groups/communities succeeded to conduct successful campaigns/advocacy work to reclaim their right to land and natural resources in country side, to settlement and housing in cities, to certain social protection under circumstance of crisis and to improve their living conditions themselves.

5.1.4. Governance work has contributed significantly in empowering and supporting social movements in various countries and in building coalitions/platforms of civil society organizations/networks for fighting poverty and injustice. At local level, various forms of coalitions/platforms were established to provide access to information, for capacity building, to develop tools/instruments and to promote mechanism for people's participation in governance process, to protect and campaign for rights of women, of the poor and excluded and to support community development programme. At national level, ActionAid supported coalitions/platforms played an active role in aids monitoring and national development policy advocacy and in some cases, in conducting national campaigns for rights of the excluded**.** At international levels, critical political stand and strong commitment of AAI has enabled the organization to access and establish close relations with progressive organizations/networks. ActionAid supported and actively participated in various platforms/activities to promote people's alternatives to challenge neo-liberal global politics**.** ActionAid governance team also actively engaged in civil society's research and advocacy on number of other global issues such as MDGs, IFIs, free trade, agriculture, etc. AAI IGT has also actively contributed to the social movements advocacy vis-à-vis international/ regional institutions/structures such as WB, UNDP, ADB, SAARC, ASEAN, AU, ASEM, etc. As a result, AAI has advanced its position as a progressive champion in challenging neo-liberalism, poverty and injustice in international NGO community and global social movement.

A special effort has been made by IGT to support grassroots groups who represent landless women and peasants in Cambodia, Indonesia, labour and migrant workers in Malaysia, Cambodia, Thailand, Pakistan, India. In the last five years, significant portion of IGT humble budget, resources and time has been deliberately allocated for these groups on the ground. The total number of members and constituencies for these groups is approximately over 2 million people in Asia for example.

5.1.5 Partnership with progressive academia, social and people movements
around the world with AAI has been initiated, supported, strengthened and developed in many new ways through the work by IGT. This is a commendable effort as in the new situation of financial constraints; many peer organizations to AAI chose not to continue their linkages with social movements.

This partnership gives AAI more legitimacy in its work, opens the chance to seek for sustainable and suitable solutions and alternatives to its fights against neo-liberalism.

5.2. Limitation and challenges

5.2.1. Although governance work is considered important and effective by all CPs but its scope is still relatively limited and not being implemented at desired level in many places, mainly due to limitation in funding and human resources.

5.2.2. In number of cases, AA governance work mainly focuses more on right holders/demand side and less on duty bearers/supply side or concentrates only on supporting right claim activities while cannot delivery necessary service for the needy communities.

5.2.3. The work with some important social groups such as peasantry, workers, urban poor, migrant labor, youth and children, etc. has not been promoted at desired level in several CPs. One of main reason is due to definition of target groups in AAI strategy and work is limited and relatively narrow.

5.2.4. Lack of clear and consistent understanding on governance work still poses difficulty for negotiation between IGT and some CPs on governance projects at national and local levels while IGT does not have sufficient funding resource for projects. Some misunderstanding on cross-cutting character of governance work leads sometime to the ignoring of unique role of governance work in addressing cross-cutting issues itself and to the subsequent limit of governance work at various levels. This fact leads to the reality that governance programme and activities are being promoted differently from country to country, from theme to theme.

Session 6. Assessment of realization of organizational objectives

6.1. Achievements

6.1.1 AAI internal Governance organizational structure has been developed by establishment of the International Governance Team (2005-2006) consists of 3 members (one International Coordinator, one Asia Regional Coordinator and one Africa Regional Coordinator), assignment of the International Director on governance (assumed by International Director for Asia), formation of governance teams/leads in 33 Country Programmes by 2009, creation of International Working Group on Governance (in 2006). Despite limited human and financial resources, the IGT manage to establish effective working relationship with all CPs. Regional governance meetings were conducted in 2007, 2008 and 2010 in Africa and Asia. Discussion and coordination on governance work in Latin America was conducted in combination with annual regional meetings with participation of representative of IGT. From 2010 the IGT is being expanded to including a second Regional Coordinator in Africa, a half time coordinator in Americas, a capacity development specialist and three seconded thematic specialists from MS.

6.1.2. Internal knowledge, capacity and communication have been developed. The International Governance Team has developed and disseminated within ActionAid network number of important concept/position papers on democracy, governance, corruption, on MDGs, IFIs, civil society, social protection, etc., launched number of important initiatives such as "State of the state", "NGO's accountability", "Democracratization and People's Power", for building internal knowledge in the organization. IGT also conducted intensive trainings on Leadership Development Programme, on ELBAG, on human right based approach, on civil society, etc. at international, regional and national levels to strengthen capacity of the AA managers and staff. Governance link, People and Policy regional Newsletter, Quarterly Regional Update were created to provide regular update information and sharing experience among ActionAiders. The awareness on governance has increased through out the AAI network. All interviewed ActionAiders stated that governance work is very important, is "crucial", "core" or "key" area of work in AAI.

6.1.3. Programme work and campaigning were strengthened. The collaboration between IGT and CPs and supported by AAI leadership has developed focus areas of governance work like ELBAG, Local Governance and Democratization, accountability, etc. throughout the organization. IGT has worked closely with many CPs to develop projects at national and local levels. Number of projects and campaigns has been significantly increased in addressing various emerging challenges at national and local levels. The Governance Team managed to raise a significant amount of additional funding for projects and campaigns at international, national and local levels from various donors without compromising its agenda. Governance work has help to develop number of multi-country and even cross-regional projects that provides possibility for experience sharing and coordinating activities among various CPs in different regions.

6.1.4. Inter-thematic work has been improved at some level. ELBAG serves as an effective tool for enhancing people's participation in all other thematic areas (like Education, HIV/AIDS) and has been used widely by all CPs as well as by many partner CSOs. Governance practices such as social audit, public hearings, planning and budgeting, etc. are being used to increased effectiveness of other thematic works in many localities. On the other hand, governance work also focuses on empowering, promoting interests and improvement of the situation of women and excluded groups, on education, food right and other urgent needs of the poor, thus directly contributing to the objectives of other thematic works.

Governance team also actively initiated regional researches on women in politics and barriers preventing women to take part in local governance in both Asia and Africa.

6.1.5. AAI organizational structure has been also influenced by and benefited to some extents from governance work. The process of changing AAI organization toward federalist structure with more autonomy of CPs, the localization of CPs, etc. reflects this reality.

6.2. Limitation and challenges

6.2.1. The process of governance organizational establishment has faced with difficulties in recruiting human resource for IGT, in filling the designed positions for governance work at international and national levels. This process was affected by some changes (and confusion) in AAI policy and understanding on governance work and also by the recent merging with MS.

At the same time, the understanding on how governance work should be organized in AAI is still not clear for many CDs and ActionAiders, mainly because of some confusion on cross-cutting character of governance work and certain overlapping with policy work in recent years. As result, number of governance leads in CPs has been decreased in 2009 and governance structure set-up in the Strategic Plan most probably is not going to be fully realized.

6.2.2. The AA division of work into specific and separated themes/issues sometimes is an obstacle for holistic approach, for flexible and timely addressing the real and urgent needs of various social groups and communities. Lack of clear and consistent understanding on governance work still poses difficulty for negotiation between IGT and some CPs on governance structure and work at national and local levels, while IGT does not have sufficient funding resource for supporting CP projects on governance.

6.2.3. The understanding of AAI political and organizational values and on governance work though has been advanced in the AAI network but still could not cover all ActionAider, particularly middle management and local staff, mainly due to high mobility of the CP staff and shortage of funding for training.

6.2.4. It's regrettable that some very good initiatives such as "State of the state", "NGO accountability" have not been accomplished yet.

Session 7. Lessons and Conclusion

7.1. Best practices

7.1.1. At IGT level: policy development and dissemination (on democracy, governance, MDGs, IFIs, civil society, corruption, etc.), tools development, knowledge and experiences sharing and capacity building training for ActionAiders (ELBAG, social audit, public hearings, State of the state, NGO accountability, Leadership Development Programme), building coalition and working with progressive social movements (South-South Solidarity Platform, Transformative Social Protection Network), supporting CPs in developing projects and capacity building, in providing information and publication (governance link, regional update), fundraising from external donors and partners without compromising agenda.

7.1.2. Country Programme's projects and activities: Community Development Council (Afghanistan), Community Organizing and Community Facilitators (Cambodia), Community radio (Ethiopia, Gambia,), Network of Civil Surveillance (Guatemala), Critical Watch, Minimum Change Agenda and Monitoring Public Policies (Brazil), Civil Society Budget Accountability/Advocacy Group (Uganda), Capacity building training for Women elected representatives (India, Sri Lanka, Vietnam, China, Ghana), Monitoring Public Administrative Reform (Vietnam), Citizen Information Centers (Guatemala), Women Credit Union (Nepal).

7.1.3. Campaigns: March for land (India), Right to the City (Brazil), Lobby the ACP and EU policies on Free Trade Agreements (Africa), reclaiming land and aquatic resources for community livelihood (Cambodia).

7.1.4. Learning from social movements and CSOs : radical but scientific and holistic approach of the World Forum on Alternatives, integrated development approach of INGO network in Vietnam, experience of MS in working with local governments, experience of MST Brazil in campaigning.

7.2. Lessons learned

7.2.1. Core values of the AAI are its critical and progressive political stand and radical approach on issue on poverty and injustice, its pro-poor and pro-south consistent commitment, its respectful and equal relationship with partners and its openness for working with various actors sharing similar objectives. These values distinct AAI from many other international NGOs and places AAI in a special position in the global spectrum of international NGOS and social movements. Maintaining and permanent consolidation of these values is essential for AAI organizational building and work. Streamlining and disseminating these values throughout AAI organizational network is necessary for achieving self-conscious actions and efforts by all ActionAiders striving for common objectives while respecting diversity and autonomous character inside the organization.

7.2.2. Governance work has a unique, special role in AAI, is a key factor in defining political nature and orientation of the AAI since it's the most political area of work and provides political inputs to all other areas of work in AAI. Although governance has a cross-cutting character but it also has its own space of very important works which cannot be covered/replaced by

any single or group of other issues/themes-based works. Only governance can address in a holistic way such a important issues like democratic mechanism and processes, power relations and structure, development strategy and macro policies, international order, people's organizations, civil society and social movement, and even issue of human rights, discrimination, fundamentalism, etc. And because of that, governance work also is the most effective channel for building a broad partnership/coalition with other actors in common fight against impoverishment and injustice. In short, governance work has its own important tasks/workspace and at the same time, it can contribute to enhancement other areas of work through its cross-cutting impact.

7.2.3. *Holistic and flexible approach* is important for enhancing effectiveness of AAI governance work. Since problem of poverty and injustice is multidimensional, its solution demands addressing all actors and factors concerned and governance work can not be separated or limited only to local or national or international level, or only on right holder/demand side or on duty bearer/supply side, or only on rights-claiming or people's empowerment or service delivery. But it is important to define clearly tasks and focus of governance work at each level, with each target group/actor and in each situation. And because of the fact that poverty is caused by different factors and situation varies from one country/locality to the other, governance work should be flexible in identification of its focus/priority in order to adequately and timely address real and urgent needs of specific group/community.

7.2.4. *Coalition building* is very important experience of AAI governance work in the past years since no single organization can have enough expertise and human and financial resources to address such a big global problem as poverty and injustice. AAI should continue strengthening its close collaboration with progressive organizations/networks in developing people's-centered alternatives to neo-liberal policies and practices. AAI should also continue its engagement with international social movements/CSO networks in facing imposition of anti-people policies of international and intergovernmental institutions. AAI should further develop its partnership with national and local CSO networks to promote advocacy/campaign for protection and advancing rights and interests of the poor and marginalized people.

7.3. *Conclusion*

Despite of the fact that governance is youngest team in AAI and process of implementation of this Strategic Plan faced many challenges and difficulties, there is no doubt that this newest area of work has added significant value into AAI organizational asset and its discourse for ending poverty and injustice. Governance work made and very important contribution to the upholding political content and dimension of AAI activities, developing useful tools for AAI works, supporting people's struggle, especially of the poor and marginalized, for their basic rights, expanding AAI partnership and strengthening its organizational capacity.

Governance work would achieve much more results if equipped with sufficient human and financial resources especially at country level) and supported consistently by AAI leadership and other thematic teams. The merger with MS has provided some increased financial and human resources, and the leading role which the governance theme is playing in the cross thematic project on National Development Strategies also seem to point in the right direction.

Governance work plays an unique and irreplaceable role in AAI realization of its noble mission. It's a most concentrated political part in AAI work since it deals with power relationship - the deciding factor causing poverty and injustice. Governance also provides effective tools for people's empowerment and participation, for enhancement of AAI work in all other arrears and serves as the most effective channel for expanding AAI partnership. Experiences and lessons learned show that governance work should be maintained and further strengthened in AAI in future, especially when the role of state and citizen are being more important in the context of the on-going crises of the market.

Governance work can be more effective if AAI re-defines clearly and adequately its areas of work and organizational structure, taking into due consideration the past lessons and experiences.

Session 8. Some additional issues to be addressed

8.1. Right-based approach

The right-based approach has been a very positive distinction of AAI strategy for ending poverty and injustice. But after a period of implementation, the right-based approach has exposed also a number of limitations as follows:

- The emphasize on the right of certain social groups often fragments people's struggle and limits space for solidarity and joint actions to address the common challenges rooted in the existing system or macro policies.

- The right-based approach often focuses mainly on working with the demand side while ending poverty and injustice requires actions from both supply and demand sides.

- The right-based approach often limits objectives of people struggle within frame of the existing laws while ending impoverishment and injustice demands much more, including changing existing laws.

- The right-based approach implementation often focuses more on the "process" rather on the "end-aim" which is actual improvement of real situation of people. In number of cases, especially at local level, right-claim, participation in planning, decision-making and monitoring are not enough for improving people's situation due to the lack of available resources or capacity. It is therefore right-advancing work should be combined with service delivery as well as empowerment of people to be subjective master, pro-active and responsible actors for change.

It is therefore AAI may consider going beyond right-based approach in its future strategy.

8.2. AAI work and organizational structure

8.2.1. Present division of work and organizational structure into 6 themes along 1 target group (women), 3 issues (HIV/AIDS, Human security and conflict, Food security) and 2 functional activities (education, governance) has several limitations as follows:

- Limits capacity of AAI to effectively address other important issues such as environment and climate change, health, water and livelihood, to meet the needs of other social groups such as peasants, workers and urban poor, migrant labor, ethnic minorities, youth and children, disable people's, etc.

- Limits capacity of AAI to address problem of poverty and injustice in a holistic and integrated way and to meet real and urgent needs of concerned communities or social groups.

- Creates fragmentation/separation of AAI works.

- At the same time, definition of functional task of Policy Directorate seems still not very clear and this leads to some overlapping with governance work.

It is therefore necessary to re-define areas of work and organizational structure to overcome these limitations.

8.2.2. Present mechanism of negotiation between IGT and CPs on governance structure and work/activities in each country is in line with AAI federalist organizational character, respecting autonomy of CPs and diversity of the situation and priorities in different countries. But this mechanism has also some following limitations:

- Governance work at country's level depends largely on the understanding and personal expertise of the respective CDs and not necessarily corresponds to the real need of the AAI governance work in those countries. The review process has showed that in some countries AAI governance work is actually is very intensive and significant, their CDs recognized importance governance work but still do not assign governance leads in the CPs and explanation was because of governance is "cross-cutting" work. At the same time, there are also some countries where governance work is relatively weak in comparison with the requirement of the actual situation, mainly because concerned CPs have to allocate budget to other priorities or their CDs are not very familiar with the governance work.

- This leads to certain gap in understanding and actual realization of governance work among CPs in AAI and creates difficulty in streamlining AAI strategy on governance work within its organizational structure.

- IGT member has to devote significant amount of time to meet, to explain and to convince each of the CDs on governance work. ITG has also limited possibility to experiment their concept/strategy on the ground.

AAI may consider a way to overcome this limitation while maintaining and autonomy of the CPs. One of possible solutions is to provide IGT with funding resource for implementation experimental projects at country's and local levels. This will help IGT to test its concept and strategy on the ground and stay in touch with local reality and at the same time, to create possibility for CDs and CPs staff to understand more on governance work without sacrificing their own budget.

8.3. Merging with MS

8.3.1. The merging with MS is significant change in AAI governance structure which opens new opportunities for AAI governance work, including:

- Expanding AAI governance organizational network and partnership, especially in Africa, Asia and Europe.

- Supplying AAI with significant human resource with experience in governance work.

- Enriching AAI with new experiences on governance work, especially on working with local authorities, on training, documentation and publication.

- Possibility of significant additional fundraising for expanding AAI governance work.

8.3.2. This merging process may also pose certain challenges, namely:

- Some differences in approach on democracy, governance and other issues may require process of learning and understanding by the people involved.

- Some differences in organizational culture may require process of mutual adaptation from both sides.

- The current short-term effects of the merging agreement may have impact on involved personnel's perception on sustainability of the governance structure and working policy.

Session 9. Recommendations

9.1. Approach

AAI may consider going beyond the **Human Rights based approach.** One of the possible options is by adopting a **Human Values based approach** instead. This will allow AAI to address problem of poverty and injustice in a more proactive and holistic way. It will also further uplift and distinct AAI from many other NGOs specialized on human rights.

9.2. AAI work and organizational structure

AAI areas of work can be re-defined and organized along political, socio-economic and environmental/ecological clusters. This can be realised through establishment of teams/divisions on "Governance and Democratization", "Socio-economic Justice" and "Ecological Justice and Sustainability".

Governance should be maintained as one of the core areas of work aimed at intervention mainly in political sphere.

Special and important target groups/issues (like women, education, etc.) can be addressed through special programmes/projects by relevant task forces consisting of relevant experts.

9.3. Scope of Governance work should focus on the following:

9.3.1. General work arrangement

- Research work should be concentrated mainly at international level and to certain degree can be also at national level.

- Advocacy and campaign should be mainly at national and local levels.

- Training, coalition building and communication should be done at all levels.

- AAI work at local level should be more flexible and integrated in order to meet the specific need of each community. In many occasions, governance work at local level should be incorporated with service delivery and supported by other thematic groups.

9.3.2. Focuses at the international level:

- Formation and identification of AAI political positions, policies and approaches on issues that require political approach for their solution. This can be done by AAI on its own or in cooperation with other progressive academia, NGOs and social movements. AAI may also consider possibility of applying fellowship program involving the best progressive and organic intellectuals for regular update and development of AAI political visions and concepts.

- Development and identification of effective tools/instruments for governance work to be used by AAI, CSOs and citizens for fighting poverty and injustice.

- Organizing and facilitating knowledge and experiences sharing and capacity building inside and outside AAI. Providing relevant information to organizations and individuals concerned.

- Supporting and building coalition with progressive social movements/networks to challenge international forces, policies and practices which run against people's interests. Supporting and participating in international activities and campaigns for this purpose. Participate and support partners to participate in alternatives advancing platforms, such as World Social Forum, South-South Solidarity Platform and People's Forums at the international and regional levels.

- Supporting CPs in capacity building, project development, fundraising and partnership development.

- Identify common areas of interest among different country programmes, monitor and support them as needed. Devise multi-country project on such issues and help raising funds for them and coordinate and support concerned CPs to implement them.

- Promoting and implementing selected experimental governance projects for possible subsequent expansion of implementation.

- Fundraising to support governance work in various levels.

9.3.3. At national level:

- Dedicate structure of governance leads in CP.

- Organizing training and knowledge sharing for AAI country's staff and local partners on governance work and related issues.

- Supporting and building coalitions/platforms for policy advocacy and campaigns, for promoting democratic mechanism and processes at national and local levels. Working with relevant authorities, institutions and media for this purpose.

- Supporting training, capacity building, projects and activities of various actors, social groups and communities in realization of their rights and interest in accordance with the AAI governance objectives.

- Promoting and implementing projects/activities to address actual needs of local communities/social groups and emerging challenges in the country.

- Fundraising to support governance work in the country.

9.3.4. At local level:

- Organizing training and capacity building for local community and local authority, empowering disadvantaged and vulnerable groups for implementing democratic processes. Supporting formation and activities of people's organizations.

- Supporting advocacy works/campaigns to protect and promote people's rights and interests.

- Providing necessary assistance and support for marginalized and disadvantaged groups and for community development.

9.4. ***Governance strategic goals*** in the forthcoming period can be as follows:

- To promote people's alternatives to neo-liberal policies and practices for human-centered and sustainable development, for social justice and equality. Targets can be issues of trade, investment, aid, intellectual property rights, economic integration and globalization, IFIs, TNCs, ecological justice, alternative development paradigm, alternative people-centered democratization, alternative regionalism and international order, South-South and North-South cooperation, etc.

- To support capacity building and empowerment of women, the poor and marginalized groups (peasants, urban poor, migrant workers, ethnic minorities, people with disability, HIV/AID affected people, youth and children, etc) and their efforts for improving their political, economic and social position in communities and societies.

- To support development of democratic mechanism and processes that enhances people's participation in decision-making and monitoring processes at national and local levels.

- To support advocacy campaign/activities in promoting people-centered legislations and policies.

- To promote projects and activities in support the improvement of the living condition and social situation of vulnerable social groups and poor communities.

9.5. Governance organizational goals can be the following:

- To strengthen organizational structure of governance work with sufficient and qualified human resource at international level and in all CPs. This includes the establishment of strong governance team at the international level and governance leads in all CPs, creating a regional governance centers/focal points in various regions linked with selected CPs such as India, Brazil, Denmark and one country in Africa. Create mechanism to involve regional centers/focal point and some selected CPs into research work, training and international exposure/cooperation. Provide sufficient financial resource for

governance work, including fund for IGT to conduct experimental projects/activities at various levels. Facilitate smooth integration of MS with AAI governance structure and AAI new organizational structure.

- To further develop internal knowledge, capacity and communication. Priority for research work should be focused on development and dissemination of effective tools for governance work such as National Development Strategy, Value-Based society, ELBAG, State-of-the-State, NGO Code, etc. More efforts and investment should be concentrated on training to equip AAI personnel at all level with its vision, concept, objectives, positions, instruments and knowledge. . Develop an effective communication network linking all levels of governance structure.

- To strengthen inter-cluster/area collaboration and integration in actions.

- To develop coalitions/platforms for promoting AAI governance objectives. Special focus should be put on strengthening and supporting activities of the South-South Solidarity Platform, involving regional centers/focal points and selected CPs into this network. In the new Strategy, AAI should take a bolder step and invest in organizational structure and institutional capacity of its partners, to support them and promote good practices, especially in terms of accountability within and outside the NGO/CBO world.

Session 10. General conclusion

Fighting for Just and Democratic Governance is a newest area of work in AAI. It was launched when AAI advanced it strategy from fighting-poverty-together to right-to-end-poverty in 2006.

The establishment of International Governance Team and launching Strategic Plan on Just and Democratic Governance 2006-2010 marked a new milestone in AAI discourse for ending poverty and injustice. Despite faced difficulties and challenges, the implementation of the Strategic Plan during the past 4 years not only enabled AAI to develop its governance work but

also to advance all of its overall activities. The governance work has contributed significantly to the AAI organizational and work values, in upholding political content and dimension of AAI activities, developing useful tools for AAI work in support people's struggle, especially of the poor and marginalized, for their basic rights, expanding AAI partnership and strengthening its internal capacity.

The implementation of the Strategic Plan has also enriched AAI with many positive experiences for its work at international, national and local levels, in policy and tools development, in capacity building, in advocacy and campaigning, in fundraising and coalition building.

Experiences and lessons learned show that governance has a unique and irreplaceable role in AAI work and should be maintained and further strengthened in AAI in future.

In the circumstance of the global crises and their impacts on people conditions in all parts of the world, the AAI work for ending poverty and injustice in general and its governance work in particular obtain new importance and actuality in the global struggle against neo-liberalism, for human-centered and sustainable development, for social justice and equality.

In this context, AAI should renew its strategy, approach and organizational structure in order to consolidate and further expand its achievements, to overcome existing limitations and contradictions and to effectively address emerging challenges.

In this process of renewal, AAI may take into consideration analyses and recommendations in this Review report, particularly on consolidating AAI core values, on advancing AAI approach, on re-defining work areas and organizational structure and adopting new governance strategic and organizational goals for the forthcoming period.

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The Lead Reviewer expresses his special thanks to Daniel Van Houtte for his effective assistance during process of compiling annexes and drafting review reports.

Last but not least, the Lead Reviewer would like to express his appreciation to AAI for its meaningful objectives, to congratulate all ActionAiders and AAI Governance Team for their important achievements and to wish them further success in their noble discourse for ending poverty and injustice.

The Lead Reviewer

Tran Dac Loi

Annex 1. List of Reviewed Documents

- Action Aid International, *Just and Democratic Governance, Strategic Plan 2006-2010*
- Action Aid, *Annual Report 2006*
- Action Aid, *Annual Report 2007*
- Action Aid, *Annual Report 2008*
- Action Aid, *Annual Theme Report 2006*
- Action Aid, *Annual Theme Report 2007*
- Action Aid, *Annual Theme Report 2008*
- Action Aid, *Uganda Country Update 2007*
- Action Aid, *Cambodia: Stories of Change*, Annual Report, 2008
- Action Aid, *Ghana: Farmer securing rights struggle*.
- Action Aid, *Moving from a position of hopelessness to hopefulness: Community takes the initiative on right to education in Ipetu, Kwara State, Nigeria*
- Action Aid, *SriLanka accountability and people advocacy*.
- Action Aid (Afganishtan), *Gaps in Aid Accountability*, 2007
- Guardian and Observer, *India's landless prevented from marching on parliament*, 2007
- Ekta Parishad, *From Institutional Reforms to Land Reforms (in India)*, 2007
- Action Aid, *India-Brazil-South Africa Local Governance Forum*, 2008
- Action Aid, *The World Bank and Agriculture*, 2008
- Sam Moyo, *Africa's Maldevelopment Trajectory and Economic Justice Dimension*, African Institute for Agrarian Studies, 2008
- *Economic Literacy and Budget Acountability for Governance (ELBAG)*, 2008
- Action Aid (Ghana), *Communities Develop Their Power to Demand Access to Water Resources for Off-season Farming from Local Government in Ghana*, 2008
- Action Aid (Nepan), *Making Service Providers Accountable,* 2008
- Action Aid (Ghana), *PTAs Making Progress in Budget Tracking and School Governance*, 2008
- Ash Narain Roy, *Local governance associations: efforts towards deepening democracy*, Action Aid, 2008
- Azhar Lashary, *For "People's Charter on Budget"*, Action Aid, 2008

- Francois Hitayezu, Chandiwira Chisi, Nkosazana Maqoma, and hasantha Gunaweera, *From the Learners' Pen*, Action Aid, 2008
- Ene Obi, *Centre for Budget and Policy Advocacy: Budget Analysis and Advocacy Training*, Action Aid, 2008
- Sergio Baierle, *Whittling down the Potential of Participatory Budgeting?* Action Aid, 2008
- Francois Hitayezu and Nini Mehrotra, *Ubudehe: Exploring collective action*, Action Aid, 2008
- Sandeep Chachra, *Reinvigorating Local Governance and Democracy*, Action Aid, 2008
- Action Aid (Cambodia), *Significance of increased women's participation in local governance*, 2008
- Action Aid (Sri Lanka), *Economic Justice and Budget Accountability – Awareness and Practice Among Community*, 2008
- Swati Dogra, *Elected women leaders at the threshold of local governance*, Action Aid, 2008
- Action Aid, *Letter of Support to MST*, 2008
- Rama Naidu, *Deepening Local Democracy and Governance – An experiential perspective*, Action Aid, 2008
- Laura Halligan, *Building Local Democracy*, Action Aid, 2008
- Laura Halligan and Sohini Paul, *Lobbying for access to information*, Action Aid, 2008
- Laura, Reshmi, Sohini, and Venkatesh, *Why Govern the Right to Know?*, Action Aid, 2008
- Petr Lebeda, *Preparing Government Priorities for the Czech Presidency of the EU & the culture of information access: from an NGO lens*, Action Aid, 2008
- Action Aid, *Information access and peoples power*, 2008
- Robin Griggs, *Access to information and its contribution to strengthening local democracy: opportunities and challenges*, Action Aid, 2008
- Namrata Yadav and Venkatesh Nayak, *Access to Information from State Agencies*, Action Aid, 2008
- Action Aid (Cambodia), *Annual Report 2006, 2007, 2008, 2009*.
- Action Aid (Camboida), *Country Strategy Paper 2008*
- Action Aid (Nepal), *Annual Report 2006, 2007, 2008, 2009*.
- Action Aid (Nepal), *Country Strategy Paper 2005-2010*

Annex 2. AAI's Governance Projects and Activities

On Citizens Monitoring of Governance Institutions and Processes

In 2006

Brazil	Promoting poverty dialogues
Guatemala	Promoting the Development and Social Audit Councils (community and municipal levels)
Haiti	Strengthening communities capacities
Gambia	supporting governance and decentralization process
Sierra Leone (with CBO Network and Civil Society Organizations)	Trainings on local governance and community participation
Malawi	Legal training and budget tracking
Somali (with CBO)	Training programme on governance
Senegal (with Senegalese Social Forum and members of local government)	Surveying on tax monitoring
India	Deepening people's claims
Uganda	Setting process of monitoring implementation of the poverty
Vietnam	Focusing on the nation's effort on anti-corruption and accountability; promoting women's participation

In 2007

Afghanistan	Building and strengthening the foundations of democracy
Ethiopia (with 60 partners)	Working on demand: through legal literacy and legal aid, economic literacy and budget accountability, ethics and issues of corruption
Gambia	Facilitating the establishment of five community radio stations
Guatemala	Building civil society capacities
Mozambique	Developing citizens capacities and agency to engage with provincial elections preparation, budget allocation to the districts, creation of consultative councils
Cameroon	Building demand and capacities

Ghana	Empowering communities
India	Enabling a shift in power relations at the local level
Rwanda	Empowering communities to demand greater accountability and collective leadership from the government
Cambodia	Grounding the community organizing process
China	Piloting a programme to build the capacity of young village leaders
Somali	Conducting a national governance assessment research in the three of the five regions of the country, together with partners and other stakeholders
Sri Lanka	Building a platform of local civil society groups, movements and networks to influence national policies and their implementation in the post Tsunami context
Sierra Leone (with the National Election Watch (NEW), and a coalition of Civil Society organisations)	Conducting a workshop for 350 participants on elections observation and monitoring and distributed public relations materials on non violence
Kenya	Ensuring that public institutions are democratic and well governed to deliver services and promote accountability of leaders and institutions to the citizenry
Nigeria	Supporting a number of processes nationally and locally to with the objective of protecting peoples Mandate in elections
Malawi	Fighting against corruption
Zambia	Working together with civil society platforms to advocate for participatory adoption of constitutions which protects the rights of citizens and a governance process which allocates and redistributes equitably, and in a sustainable manner
Haiti	Encouraging public action on debt
Brazil	Promoting citizens engagement with public policy
In 2008	
Mozambique (with Mozambican debt	Developing processes for opening these local council spaces for peoples participation and elections

group (GMD), Eduardo Mondlane University (Public Policy Analyses Center), NANA, Women's Forum, Ministry of Planning and Development & Reflect Circles)	
Bangladesh (with Union Parishads (UP))	Ensuring poor peoples voices and representation in their plans and budgets
Afghanistan	Training on peace building; Developing a critical review of existing local governance and decentralization progress under the Afghan national development strategy and constitutional provisions
Rwanda	Building capacities of local committees for better understanding of rights, cognizance on gender considerations and a more self-reliant language
India (with Mahila Rajsatta Andolan (MRA))	Strengthening the role of elected women members of the Gram Panchayat (lowest tier of the local governance institution); ensuring better implementation of government programmes and schemes, at the same time making poor people demand and monitor progress on their livelihood and employment programmes
Ghana	Supporting potential women leaders, with an approach of nurturing and supporting women's leadership through training, modeling and exposure
China	Enhancing knowledge and capacity of the potential women and young leaders
Ghana and Nepal	Constructing classroom blocks, sanitation facilities, furniture and many other educational facilities
Nigeria. Pakistan, India and Tanzania	Constructing health centres and provisioning of health services
Vietnam, Nepal, Cambodia	Constructing infrastructure like roads, water boreholes, electric connections
Vietnam	Promoting young people to associate with the processes of democratisation at the local level;

	Developing a pilot model of establishing a people's framework to monitor the Public Administrative Reform initiatives through people's participation
Pakistan (with Consumer Rights Commission of Pakistan (CRCP))	Developing training manual and organizing training workshops in all provincial headquarters
Guatemala	Opening of 3 new citizen information centres
Gambia	Raising community awareness of rights and justice
Uganda	Promoting greater focus and efforts for systematization of initiatives around urban local governance from the perspective of right to the city
Nepal	Calling for more responsive and accountable from local governance mechanism
Brazil	Participating in the formation of the National Urban Reform Forum's "Eye on the Vote" campaign to raise consciousness on the relationship between local elections and Rights to the city campaign
Tanzania	Conducting researches on effectiveness of local government reform and Review of local government performance indices
Sierra Leone	Undertaking a study on the effectiveness of local councils, titled 'Decentralization in Sierra Leone: spaces for the poor'
Congo	Supporting the production of a documentary on Decentralization meant to raise the awareness of local community members on the decentralization process including their role in planning and monitoring resource allocation and utilization
Zambia	Working with the process of advocating for participatory adoption of a constitution that promotes and protects the rights of women, the poor and excluded to ensure that the constitution of the country reflects the voices of the poor
Rwanda	Facilitating a national level dialogue – of representatives from government institutions and local authorities on judicial reform
Cameroon	Organising three national consultations workshops in social protection which led to the creation of a national platform of CSOs on social protection that

	has more than twenty members
Kenya	Training on issues of governance and inequality
Ghana (with the Ghana Civil Society Aid Effectiveness Forum (GCSAEF))	Preparing for the Third High Level Forum (HLF) on Aid Effectiveness which was held in Accra in September 2008

On Economic Literacy and Budget Accountability for Governance (ELBAG) and Economic Justice work

In 2006

Brazil	Budget accountability in Mirandiba and Cabo projects
Vietnam	Initiating a network of National Forum on Economic Justice
China	Promoting participation of women and strengthening accountability and transparency in governance
Sri Lanka	Building knowledge and skills of community/civil society organizations
India	Training programs
Pakistan	Building capacities of stakeholders at communities level
Cambodia	Training on ELBAG
Uganda	Launching Right to Democratic governance theme
Malawi	Training the staff of the TVM on people centered advocacy
Ethiopia	Initiating community based budget monitoring
Sierra Leone	Training courses to the youth and media practitioners
Nigeria	Building skills of the community and improving relationship with public authorities and law markers.

In 2007

Afghanistan	promoting just and accountable governance and democratic participation at the national, provincial and district levels through building capacity of civil society groups and communities on Economic Literacy and Budget Analysis (ELBA)
Uganda	Building capacities of communities through building up a cadre of community budget monitors, and formation of citizens accountability Watch Groups on

	the one hand and organically network and link these to the national platform
Vietnam	Promoting ELBAG as the key tool and platform for people's monitoring processes
Nepal	Ensuring accountability of duty bearers and to augment peoples access to local resources
Bangladesh	Supporting the development of pro-poor budgets of the *Union Parishods* (UPs)
Sierra Leone	trainings on Economic Literacy and Budget Analysis (ELBA) with a special focus on the role women can play; and on Budget Advocacy
Guatemala	Systematizing social audits and right to information
Sri Lanka	Piloting an ELBAG programme at community level

In 2008

Nepal	Analyzing budgets of school management committees and village development committees and tracking them to check and monitor if the public money is being spent in right ways
Uganda	Employing budget processes to address peoples needs and needs based planning, nationally
Nigeria	Building capacities of civil society organisations, communities and government officials in budget analysis and advocacy
Afghanistan	Working on issues of access and political and economic democratization using ELBAG methodologies and processes, with communities and strong civil society platforms connecting with a wide range of actors: from community, to other civil society groups, to parliamentarians and local government officials
Vietnam	Bringing an opportunity for community people to engage with local officers via a series of dialogues and group discussions, which significantly contributed to the implementation of grassroots democracy
Sierra Leone	Enabling civil society groups participate in state governance at all levels
Ethiopia	Working with the methodology of local radio, called Radio Fana., holding Urban governance dialogues
Pakistan	Analyzing provincial and district budgets

India	Raising peoples issues and re-iterating what the peoples needs in sectors of health, education, land, tribal issues, women's issues are; Bringing practitioners across the globe together to share and build experiences
Bangladesh (with Unnayan Parishad (BUP) and Food Security for Sustainable Household Livelihoods (FoSHOL))	Bringing parliamentarian and people together through the ELBAG platform
Gambia	Training representatives in the National Assembly on economic literacy and national budget analysis for the National Assembly
Nigeria	Training on Economic Literacy & Budget Accountability
Sri Lanka	Localising ELBAG manuals
Kenya	Developing a training manual on the impact of IMF policies on education, health & women's eight, from a Kenyan Perspective
China	Developing further materials on gender budgeting

On Promoting Accountability and Democratisation of Institutions and Processes, Regionally and Internationally

In 2006

Asia	Series of consultations workshops in Pakistan, Cambodia, Sri Lanka, Bangladesh, India, China, Philippines, Nepal, Vietnam
EU-Africa Strategy	Organizing EU –Africa days on development and governance.

In 2007

Asia	Supporting systematization of social movements study in Nepal, and process of donor accountability through Aid accountability studies in Cambodia, Vietnam, Afghanistan and Sierra Leone

EU-Africa Strategy	Developing a consultative critique of the strategy; working with a range of European NGOs and African groups, and met various EU representatives in Brussels

On Working and Learning from Social Movements and connecting Local to Global

In 2006

India	Land rights group
Thailand	Livelihood rights and questions of governance accountability
Uganda	Land rights group
Kenya	Land rights group
Nepal	Land rights group
Rwanda	Land rights group
Pakistan	Land rights group
Cambodia	Land rights group

In 2007

Brazil	Land struggle formation
Kenya	Land struggle formation
Nepal	Land struggle formation
India	Land struggle formation
Indonesia, India, Cambodia, Nepal, Sri Lanka, and Latin America region	South-South Cooperation

In 2008

Argentina, Russia, India, Germany, Vietnam, Philippines, Nigeria, Egypt, Senegal, Bangladesh and Turkey	South - South People's Solidarity Forum

IGT International projects and activities
In 2006

Abuja /IGT	ELBAG workshop

Siem Reap/IGT	International Budget Advocacy and Economic Literacy training
Indonesia	Development of methodologies based on community located processes and popular instruments
IGT	Website for ELBAG
Bangkok/IGT	CSO accountability in Asia : Issues,Challenges , Opportunities and platform for Action
Bangkok/IGT	Asian Media Forum
Brussel/IGT	Civil Soicety Seminar on Just and Democratic Governance : a People Perspective
IGT	Development and finalization of IFI Strategy and Work Plan
America/IGT	Debt Strategy
IGT/ADB NGO watch	Monitoring he impact of ADB policies

In 2007

Nepal/IGT	Systematization of social movements
Cambodia/IGT	Aid Accountability Studies
Vietnam/IGT	
Afghanistan/IGT	
Sierra Leone /IGT	
Real Aid Report	
China	NGO codes of conduct
Nepal	
Brussels/IGT	Consultative Critiques of the 2006 EU-Africa Strategy
Africa /IGT	Consultative process in Africa Civil Society organizations
	Third International Economic and Budget Accountability Practioners workshop
Bejing/IGT	Policy Perspectives on Growth Economic Structures and Poverty reduction -Conference
Thailand/IGT	Recovery andAdjustment since the East Asian Crisis
Policy team Asia /IGT	Launch of Imagine a New South Asia initiative alongside the SAARC summit in New Delhi
America /IGT	Monitoring he impact of IIRSA projects
India/Brazil /South Africa /IGT	Launch the IBSA local governance practicioners forum
Africa/America and	Debt Audit workshop

Asia /IFI
Africa/Asia/IGT   Solidarity action and South/South Cooperation
IGT   The World Social Forum
IGT/Hanoi   Declaration of South-South People Solidarity
                       Meetings

In 2008

20 countries   International ELBAG platform
New Delhi/IGT   International ELBAG training
Nigeria   International ELBAG training
IDEAS/IGT   Monitoring effects of current financial crisis on
                       developed and developing countries
African Agrarian   Summer School - Social Movements and the
Studies /IGT   Agrarian Question for the 21 st century
Africa/Asia/IGT   Solidarity action and South/South Cooperation

Publications

Selected publications are:

- *Good Governance: the People-Centered Governance.* This book provides readers with a clear picture on ActionAid's governance work and background analyses. It also presents a number of examples of participatory budget in different countries.

- *Manual of Budget Work for NGOs*. This manual translates and adapts the manual of IBP into Chinese context with the Chinese cases.

- *Economic Literacy Reader's material for Rural China.* This material provides readers with basic economic knowledge for rural Chinese to better understand family budget, public budget, market, state, globalization and their economic rights.

- *Brazil Experience of Participatory Budget*. This book introduces the Brazil experience of budget analysis in details.

- *Critical Watch about Participation and Citizenship*. This material describes the construction of democratic and participatory governance from the local level.

- *Critical Watch about Participation and Citizenship.* This book discusses the trajectories of organization and struggles for the re-democratization of governance in Brazil.

- *Gaps in Aid Accountability*. This work analyses the gaps in aid accountability.

- *Madeira River Complex Research-action.* This book shows the negative impacts on poor people of this kind of regional "integration" projects and ideas and aiming to increase local level knowledge.

Economic Literacy and Budget Accountability Groups

4.4. Finance
Total expenditure of international governance theme in 2007-2008 is GBP 643,639.

Annex 3. Country's Case Studies Reports

Uganda Case Study Report

1. Introduction

The Ugandan constitution of 1995 includes a bill of rights that provides for the protection and promotion of fundamental human rights and freedoms. Among others, it recognizes the principles of equality, freedom from discrimination and protection of civil liberty. In 2005 a national referendum, saw the lifting of the 19 year ban on multi-party politics, as well as the lifting of presidential term limits. The first multi-party elections were held in 2006, and Yoweri Museveni was declared the winner. The next elections are scheduled for 2011. The political dynamics in the run up to the 2011 elections are rather complex and characterized by police forcibly opposing demonstrations, increased concerns about proposed legislation to limit the freedom of the media, and continued discussion on the NGO Bill that seeks to limit civil society expression.

Ensuring the respect for women's rights continues to be a challenge. Social, economic, cultural and political factors continue to be an obstacle to the full attainment and enjoyment of women's rights. Women continue to face greater challenges in accessing justice, land rights, access to financial resources and basic services. Legislation and policies that promote women's rights exist, however, these laws are not effectively implemented.

Overall Uganda has experienced relative peace and stability under the current administration.

However the North and North East part of the country have been plagued with armed conflicts as a result of Lord Resistance Army (LRA) insurgencies and cattle rustling over the past 20 years. This has resulted in massive human insecurity, destruction of livelihood systems and social infrastructure, death, widespread HIV/AIDS prevalence, the displacement of

approximately 1.8 million[1] people among other things, breakdown of law and order and weak government.

Decentralization (that has seen the number of districts rise from 33 in 1980 to 80 in 2006 and over 100 in 2010) was intended to increase effectiveness in administration, take service delivery nearer to the people, and make periphery areas more visible. However, there are concerns that the demand for new districts is increasingly "ethnicising" the articulation of political interests, and that the creation of the new districts is being carried out to assuage political interests with no regard for their economic viability. However, the creation of Although Uganda's GDP growth rate was of 6.6% in 2009, reaching having reached 14.5 (US Billions) in 2008 from 11.9 in 2007[2], it is still only ranked 157th out of 182 in terms of its Human Development Index (HDI)[3]. Suggesting that progress still needs to be made in areas such as life expectancy, adult literacy, gross enrolment in education and income inequality.

Agriculture is the most important sector of the economy, employing on average 80% of the labour force,. Uganda has substantial natural resources, including oil that should start producing by 2014 approximately 800 million barrels. Revenue from oil production is expected to reduce Uganda's dependence on aid, and contribute to national development objectives. This will increase the pressure for accountable and transparent public revenue management and expenditure, especially in the current context where the perception of corruption and the mismanagement of public resources has increased. What has been termed as 'Quiet Corruption' (when public servants fail to deliver on public services) is having a damaging effect on citizens in Uganda. This has been demonstrated for instance by 33% absenteeism rate among the country's health care providers in 2003, and 20% of teacher absenteeism in 2007.

The National Development Plan (NDP) launched in April 2010, outlines a strategy for socio-economic transformation of Uganda over the next five years, focusing especially on infrastructure and the private sector. Implementation of the plan is expected to see the proportion of people living below the poverty line fall from 31% to 25%. The NDP clearly mentions gender issues as a major constraining factor in development, and attempts to

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[11] ActionAid 'Rights, Access and Justice: A strategy for transformation' p.9, 2006
[2] World Bank: www.devdata.**worldbank**.org/AAG/uga_aag.pdf
[3] UNDP Human Development Report 2009

address some of these through its strategic goals. Gender inequalities are still very much prevalent in Uganda, with retention in primary education and enrolment in secondary education exhibiting gender inequalities, as well as HIV prevalence being higher among women versus men (7.5% and 5%[4] respectively). Furthermore, though women comprise 70% of the workforce in agriculture, they experience unequal access and control over productive resources like land. Women represent 32% (102)[5] of parliament in Uganda, however it has also been argued that this has not necessarily led to greater empowerment, voice or leadership in political processes at the local and national level.

2. Action Aid Uganda's governance strategy, projects and activities in country

2.1 Country's governance's strategic objectives and priority

AAIU considers governance to be central to all its interventions in order to realize the CSP aspiration of rights, access and justice, and it thus influences all the thematic areas of the country's programme. The **goal** of the governance programme is "To pursue access to economic and social justice, law and order by holding government and international institutions accountable for the promotion and fulfillment of human rights for all Ugandans" And the **thematic focus** is: (i) Processes, institutions and legislative frameworks through which state and non-state power is exercised and that result in the denial of citizens rights especially for the poor; (ii) Social and economic justice, law and order to address the exercise of unjust power relations and the realization of basic human rights. In AAIU's analysis of the Ugandan context, the main reason for poverty and exclusion, is the inability of state institutions to be accountable to the citizens, especially the poorest and excluded, and the inability of citizens to hold their leaders accountable for respect, promotion and fulfillment of human rights, equitable resource distribution and service delivery.

The following Table 1 identifies the specific actions undertaken under the above themes and the specific issues they intended to address:

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[4] UHSBS 2004/2005
[5] http://allafrica.com/stories/201003091160.html

Table 1: Key Issues and Actions identified by ActionAid in Strategic plan

Actions	Issues
Initiate action research, document and disseminate finding on resource allocation and utlisation, crime rate against women in conflict, access to basic services	Inability of the poor and marginalized to access information on government policies programs and implementation
Support initiatives that demonstrate access to justice for the poor particularly women	The poor and excluded are marginalized in a state where justice is not exercised due to power imbalances
Engage with parliament and other policy makers to influence democratic decision making processes and secure meaningful citizens' participation	Denying poor and marginalized to participate in policy decision making processes
	State not sufficiently fulfilling its obligations for the poor and excluded to enjoy basic rights
	Inadequate accountability systems where the leaders and duty bearers are not accountable to right holders
Mobilised citizens to challenge and influence equitable and efficient allocation and utilization of resources, transparency and accountability in public service delivery	Unequal resource distribution/prioritization
	Inability of the poor and marginalized to access and control public resources
	Corruption
Challenge the unfair conditionalities and practices of international institutions like World Bank, IMF, WTO, PEPFAR that constrain access to resources, services and income for poor	Unfair aid, trade and debt conditionalities
Support initiatives and social movements that promote and	Absence of a critical mass to demand for accountability from

protect civil and political rights and enhance civic education for meaningful participation of citizens in political processes	leaders at local/national level
	Inadequate laws to guarantee protection of the poor and marginalized communities rights

AAIU analyses exposed that social and economic justice is responsible for all rights related issues across the other five themes: the right to life of dignity in the face of HIV/AIDS, the right to food, the right to education, women's rights and the right to human security in conflict and emergencies. The strategic framework strongly builds on the setting of action oriented research and policy agenda as the starting point. This guides the programming to be clear at the beginning on the rights denied, targeting specific groups of the poor, and formulating policy change agenda[6]. Through these processes, specific governance issues/challenges, as well as opportunities where the governance theme can support the other themes are identified. This analysis and planning is carried out annually, and is designed in order to best respond to the dynamic context within which AAIU works, while prioritizing issues around the Country strategy paper (CSP). Furthermore, through regular interaction and dialogues in alliances/coalitions, as well as creation of public space where issues can be raised, and experiences shared, AAIU is able to identify on going governance challenges and issues.

The strategies that AAIU employs to attain its governance objectives are:

- Setting an action oriented research policy agenda which employs participatory methodologies, including baselines used to guide the planning of interventions and develop monitoring and evaluation framework for assessing impact. For instance baseline studies on women's access to justice were carried out in Apac, Nebbi, Mubende, Pallisa Lira and Oyam districts. This led to the development of Women Wont Wait (WWW) campaign amongst other programmes.
- Developing alternative pro-poor models for change and implementing them to (1) mobilizing and raising the rights awareness of the target groups and the communities (2)

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[6] ActionAid International Uganda Country Strategy Paper, section 4.6.

document evidences for advocacy and (3) to demonstrate how Government and other agencies can deliver services more effectively.

- Working through and with partnerships especially the organizations of the target beneficiaries – the poor and excluded
- Advocacy, at community, district, national, regional and international levels
- Campaigns
- Addressing immediate needs and engaging in policy advocacy concurrently. For instance, providing legal aid through justice centers and at the same time creating rights awareness and mobilizing like- minded civil society organisations (CSOs) for policy change.

2.2   Implementation of IGT work areas at national level

Local governance and democracy: AAIU addresses issues relating to local governance through DI support to partners at community level, district and regional levels and through its national strategic partners. For instance, the DIs specifically support community efforts to engage with local governments for the provision of quality services such as education. They also support activities under the women's rights theme on budget analysis and resource tracking for better service delivery – in health and agriculture in Kawempe, Nebbi and Pallisa districts. AAIU also collaborates with national CSOs that have a strong presence in the communities where AAIU does not have local programmes through the Civil society budget advocacy group (CS BAG) collaboration, which includes the Uganda Debt Network. However, AAIU has also recognized that in order to have greater impact and change, it will have to engage more in building civic consciousness, which should result in greater civic engagement and political participation at local levels. Still working in this vein, AAIU intends to work together with other CSOs (in coalitions and platforms), to have greater engagement and influence on democratic and political processes, including the forthcoming 2011 elections for instance through the Citizens manifesto campaign and the Uganda Governance Monitoring Platform (UGMAP), as well as have activities under political empowerment to increase citizens' engagement at community level

Social Movements: In AAIU, attempts are being made to build social movements by working together with others, and creating spaces and

platforms for collaboration to occur. A social movement is understood as the rallying of actors around a common goal, and the space to engage in the sharing of experience in different sectors or areas. Examples of AAIU's interventions in this are: mobilisation of people to participate in both the 'Uganda Social Forum' and the 'World Social Forum', working with the CS BAG, the Uganda Land Alliance, and coalitions on governance and democratic processes. The challenge though is whether these coalitions and alliances qualify as social movements. They are mainly AAIU initiated, and for instance the social forums stopped when AAIU stopped funding them, furthermore, the CSBAG members are not all active and some join in the hope of benefiting from resources from a 'donor' agency like AAIU. A key question is whether AAIU should be building or supporting the formation of social networks? Ideally, social movements should have more of an organic/bottom-up growth/evolution process.

A key tool that that AAIU uses for social mobilization around issues is campaigns. These campaigns include the Get on Board Back on the Road in 2006, the HungerFREE women journey in 2008, Activista, Youth Plus initiatives amongst others. These have generated national responses to key issues on debt, land, violence against women amongst others. Furthermore, AAIU's continued use of participatory approaches especially STAR and REFLECT, has developed social watch-groups and activist groups in many parts of the country. Around STAR, there are social movements responding to the intersectional issues on HIV/AIDS and violence against women in districts that include Mubende, Mityana, Kalangala, Kumi, Budaka, Pallisa and Kawempe division in Kampala.

National monitoring and accountability: AAIU is involved in national monitoring and accountability through its membership to the CSBAG, and has been critical in strengthening the capacity of civil society in monitoring budget processes/ enhancing accountability between duty bearers and rights holders, as well as highlighting the importance of moving beyond promoting gender budgeting to expenditure tracking. The main challenge though is that the work of the CSBAG is largely left to a few of its members, which affects its legitimacy as a coalition. It has also largely focused on national level policy engagement, and though it has been successful in ensuring that there is space for civil society dialogue and input to the national budget process it also intends to focus on greater harmonisation of members' initiatives at ensuring community engagement in budgeting processes at local level. The CSBAG has also been able to influence Government's recognition of the

importance of gender budgeting, which is now part of the key elements of budgeting contained in the Ministry of Finance's circular. However, the challenge is to ensure that this is implemented, and that there is efficient and transparent utilization of budget resources.

Knowledge and Capacity Building: Knowledge and capacity building is mainly carried out through specific training activities, as well as the use of the participatory methodology of Regenerated Freirean Literacy through Community Empowering Techniques (REFLECT), which is a unique approach to adult learning and social mobilization. AAIU also carries out research, on its own and in coalition with others for instance, AAIU worked with the Uganda Land Alliance (ULA) to carry out research on land rights, especially the rights of women, the poor and marginalized, and used the data to lobby for the development of a responsive National Land Policy.

International Governance Team (IGT) Support: Support from the IGT has mainly been in the form of information sharing, providing financial support to specific activities, providing technical support to campaigns, as well as capacity building and training. The main challenge is that the support has not been regular and consistent, largely because of staff changes at the IGT.

2.3   Country's projects and activities on governance

Below are some of the key achievements of AAU during the 2006-2010 period:

i) Mobilization and awareness creation to build a critical and empowered masses for effective policy, and advocacy using tools such as REFLECT (meetings, workshops, public dialogues and media) For example: around the NDP- AAIU worked together with the NGO Forum to convene CSOs to provide their input to the NDP, and for the first time, was able to get CSOs engaged in discussions about a common transformative vision for Uganda, as opposed to only having sector specific dialogues . AAIU specifically supported taking the debates beyond the sector paper approaches – which had already been written (19 of them) and brought in new focus and energy by providing 8 fundamental governance related areas to support the shaping of the completion of the draft and use for monitoring the performance of the NDP.AAIU also worked with the Uganda Land Alliance (ULA) to lobby for the development of a responsive National Land Policy. It also worked with

the ULA to support research on land rights, and sits on the JLOS Land rights committee through which it is able to engage the duty bearers and influence policy on land directly; Lastly, AAUI worked with the Uganda Women Parliamentary Association and supported the convening of 2 lobby meetings on issues including the Sexual Offences Bill, HIV/AIDS bill and the Domestic Violence Bill. As a result of these meetings at least one of the legislations, the Domestic Violence Bill was read in Parliament for the first reading.

ii) Research and documentation resulting in advocacy and campaigns on specific issues. For example the development of: Good practice principles of World Bank; work on aid and aid effectiveness; tax justice study (focusing on how multilateral companies contribute to capital flight. Local research has included work on the agriculture sector. This research has formed the basis of advocacy initiatives on policy change. The joint publication with LEMU and Lango Cultural Foundation on Principles, Practices, Rights and Responsibilities (PPRR) in Lango Cultural Land Tenure has changed the justice practice in favour of women in the sub-region.

iii) AAU is currently working with at least 2 organisations (CS coalition on oil and gas, and the Kabarole Heritage Development Association) on how to mobilize communities to effectively respond to the changes anticipated with the expansion of the oil and gas industry. This includes determining changes that will occur for example in food production, the environment, and employment patterns. AAIU has also started working with ACODE on issues around transparency, and with the Ministry of Oil and Gas that has shared with AAU and other CSOs the new law on oil and gas which will help feed into the revised Act. In recognition of the impending revenue from oil production AAUI has approached DFID for assistance in oil governance. The capacity gaps have been identified as huge in this new sector and CSO's are expected to benefit from increased knowledge and information that will help them in effectively responding to challenges common in oil exploring and producing countries.

iv)AAIU has established structures that have demonstrated the extension of access to justice services closer to the people, such as (3) Women's rights centres (in Pallisa, Mubende and Nebbi) land dispute settlement services, and land right centres. The project intended to achieve increased accessibility of police services in post conflict areas particularly in Lira and Apac, visible by the provision of (8) police booths. This however, was a

three- month project, and the booths provided have not been utilized to their full capacity although plans are being made to renovate them. Women have also not been approaching police regularly (opting to go instead to their LC 1 representatives and clan leaders) but the next phase of the project is expected to address these issues. In addition to targeting formal justice mechanisms, AAIU has also supported the operation of non-formal systems, and provided training, as well as codification of laws to ensure that the non-formal systems work in a way that provides justice for women.

v)Under the auspices of CS BAG, AAU at the national level has supported the convening of the CS BAG technical and review analysis of the budget. In addition to this, it has been involved in the development of the CSO position paper that followed the pre and post budget CSO dialogue where 96 participants from local and national level budget engagement participated. With regards to budget tracking, AAUI has worked to enhance community budget monitoring using ELBAG and strengthen CSO group capacity to better analyse and influence the national budget, through training and capacity building initiatives. AAUI efforts in budget tracking were also supported under the Commonwealth Education Fund (CEF). CEF has supported budget tracking by district networks, child participation in budget monitoring, adult learners' involvement in school governance and budget advocacy. In particular CEF enabled communities to question budget allocation and demand public accountability of funds. Some members of a community in Bundibugyo district exposed ghost-schools in their district, which led to the arrest and charging of corrupt public officials and the refund of some of the stolen resources. In Apac district, primary children who track school budgets have presented their findings and demands to the Ministry of Education officials and donor representatives. At the national level, CSO's have for instance challenged the ministry of finance (MoF) and the Ministry of Education and Sports over the issues of allocations that do not match the sector priorities articulated in policy documents.

vi)Through the 'Rights in the City Initiative' capacity of urban poor was built to challenge the social service provision in Kawempe slums. This led to the application of social audits that sought accountability of local leaders on issues of marginalized urban poor and subsequently increased their participation in decision making processes. Specifically this project achieved four concrete outcomes: (i) sustainable community based groups able to hold local and national government to account for social protection; (ii) increased and effective use of citizen's lobby of urban authorities and national

institutions; (iii) transparent and democratic resource allocation and efficient utilization of public resources within urban slums and; (iv) urban slum dwellers minimum demands incorporated in the 2009 Kampala city budget and master plans in the long term.

vii) Engagement with the private sector to ensure that they respect the rights of the poor and marginalized. For instance, they supported research in Mubende and Kalangala about exploitation of coffee farmers, and subsequently, helped the farmers to file a law suit against Kaweri Coffee factory for wrongful eviction without compensation. The case is ongoing and has attracted international attention to the plight of the local communities affected by the eviction. AAIU, together with other CSOs, also carried research on the impact of BIDCCO (a company that produces vegetable cooking oil) in Kalangala and how responsive they are in their operations, to the environment as well as their ability to address food security. The findings of this study were used to engage with BIDCCO to improve their practices.

viii) Focusing on changing cultural practices that violate women's rights, by working with cultural institutions, and strengthening the role of women leaders in these institutions. AAIU, and the Land and equity movement (LEMU) have supported the documentation of procedures and processes that can be used to protect women's access to land. They have also supported a review of traditional marriage practices amongst the Bagwere ethnic group in order to secure greater respect for women' rights within marriage in the cultural system.

ix) In recognizing the need not only for more downward accountability by the duty bearers to the rights holders, AAIU has also identified the reduced role of actors such as development partners in influencing government decision making and policy making processes. This role is expected to diminish especially with reduced dependence of the government on donor funding. In this context, AAIU has increasingly been involved in building civic consciousness through civic education initiatives in an effort to strengthen the position of civil society, and help them better articulate their demands on government. This has been accomplished for instance by working more with the NGO Forum around elections, working towards the citizen manifesto, and contributing towards building the Governance Consortium intended to enhance civic consciousness.

x) Initiatives that seek to build social movements that promote and protect civil and political rights and enhance civic education for meaningful participation of citizens in political processes such as the Uganda Social Forum and the World Social Forum were supported

2.4   Challenges

AAIU faced the following challenges during the implementation of its governance programme:

Structural

- Closing District Initiatives (DIs) which affected Apac, Bundibugyo, Kawempe and Kapchorwa districts in December 2007 due to a reduction in financing resulting from the economic downturn. This has had implications on staff capacity available to implement and monitor existing initiatives at the DI level, and yet the DIs are critical to effective implementation of programmes at district level.

- The nature of governance is that it encompasses a broad range of issues, and from an analysis of the context, more issues are emerging that AAIU would like to address. Even though all staff work together on governance related initiatives, there still seems to be an overload of work, which in the long run will affect performance and effectiveness.

Conceptual

- At the beginning of the implementation of the CSP, there were varied understanding of what 'Governance' means and what it should encompass especially at DI level. A number of governance related interventions were being carried out however the DI staff did not consider them to be governance, possibly because of the language and terminology used in governance work.

Strategic

- Whilst AAIU continues to seek to work in partnerships and coalitions, and to create spaces and platforms for CSOs to work together, the challenges of seeking to work jointly continue to arise. Internal conflicts, within the coalition, platform politics, divergent visions, etc

need to be continuously addressed. In some instances, where AAIU has provided funding for some activities, when the funding has ceased, so has the alliance.

- In its work with duty bearers, AAIU needs to explore how they can work with Government agencies in particular, to ensure that tools, skills and information are transferred and sustained within these institutions. In particular, ensuring that this is planned for in advance, and is monitored during implementation.

- Whilst modeling various service delivery initiatives can provide evidence for advocacy work, as well as address community needs, there is a challenge of how these services will be sustained if the Government does not take on the initiatives, and AAIU's funding for these projects ceases.

- AAIU has also been able to create spaces for engagement with the private sector and multi-lateral agencies like the World Bank, IMF and the WTO. However, these spaces are fraught with power dynamics and complexities and therefore are difficult to influence. A key question in how AAIU can leverage the spaces it has created to influence these institutions.

- Whilst AAIU's governance programme is making in roads and progress in many spheres of governance, there is a danger that the organization may spread itself too thin, as opposed to being more strategic and focused for greater efficiency, effectiveness and impact. It was pointed out to the review team that AAIU intends to further discuss its focus for governance in the new strategy, for instance whether the focus should be geographic or regional.

Contextual

- Political dynamics in Uganda point to reducing space for CSOs, media and any other institutions that seek to challenge and/or criticize the Government. A key challenge for AAIU is how to continue to operate in this environment without being 'too political', and also being mindful of the potential risks of this kind of work on individual staff.

2.5 Best practices

The following constituted key best practices during the implementation of the AAIU governance programme:

- REFLECT circles have proved to be very effective at generating discussions and sensitizing communities on issues around women and governance (in this case due to nature of community targeted/facilitators/sense of ownership created through the exercise)
- Mainstreaming governance in the other RTEP themes, by having a common planning process, and working with thematic areas as the entry point for identification of governance issues at local, national and international level.
- Planning and budgeting processes in AAIU start from the level of the DIs i.e. bottom-up, this reduces the likelihood of governance issues being addressed at national level without a constituency base and/or evidence.
- Research and studies form the basis of advocacy work. Through the research, concrete solutions are identified, which in some instances are modeled to demonstrate to Government can provide the services more effectively. For instance, the modeling of justice centres is a way of demonstrating to Government a method through which access to justice can be attained.
- Continuously seeking to work with others, broadens the skills and expertise, provides an opportunity to use resources more effectively and also offers protection to CSOs that may be targeted individually for being 'too political'.
- In lobbying and advocacy, identifying and working with the most relevant and influential ministries and departments, as well as being part of discussions within the sectors.
- Exploring various option of ensuring accountability including dialogue, research, critical engagement and the use of litigation.
- Land rights and land justice- working in coalition, using the courts
- Working with the duty bearers i.e. being part of JLOS committees, the budget dialogues, being part of engagement with MPs for influencing policy and law making processes.
- The importance of teamwork and being engaged in a continuous planning process when trying to streamline governance across other sectors at AAIU headquarters.

2.6   Lessons learned

The following constituted key lessons during the implementation of the AAIU governance programme:

- Coalition building is a process. Central to building effective coalitions is determining clear common objectives and the need for all members to contribute both technically, and where possible, financially.
- Greater civic consciousness and engagement at local level can strengthen national level policy engagement and accountability interventions.
- The courts can be an effective means of ensuring accountability and respect for human rights. However, the judiciary has been threatened by government agencies in the past, and there are allegations that some judicial officers are partial. Towards the government. These are issues that CSOs needs to address in addition to supporting judicial officers to understand and appreciate the importance of considering social economic dynamics whist making their decisions.
- Training provided to facilitators that work in communities need to more explicitly define key concepts to ensure successful interpretation of these within communities.   Furthermore, there is need to regularly support ad monitor the work of the community facilitators in order to ensure that they are doing their work effectively.
- It is important to ensure how when a tool is developed under a project, it can be sustained beyond the life span of that project. In particular the role to be played by relevant government agencies in providing the resources to support such initiatives, by mainstreaming them into their budgets.
- Long term objectives of projects are more likely to be met when projects are flexible and responsive to the dynamics in communities for instance, the Access to Justice project, which was reoriented in its second phase to focus on Local Councils and Clan leaders, instead of police, as first point of calls in access to justice.
- Policy advocacy programs delivered through focused funds such as the CEF have the ability to deliver effectively. Essential to this success is the clear articulation of plans, roles and time-bound deliverables. Flexible funding, with money tied to broad objectives rather than specific activities allows for adjustments to be made, ensuring that activities fit the changing context over time.

- Providing services *per se* to address gaps in service delivery does not address systemic issues that result in failure of service delivery and human rights violations, for instance, the land tribunals do not resolve the cases/issues.
- Documentation of processes and impacts of our work is key in successful rights based approach to development and poverty eradication.

The most effective governance tool has been the ELBAG, which has been used in activities of HIV/AIDS resource tracking, analysis and tracking education sector budgets , and budget analysis and tracking for Agriculture sector as well as working with women's groups. The main challenge though is that it largely focuses on the supply side, and is rather technical in some respects.

3. AAIU Country's governance organizational structure, platform and resources

3.1. Organizational capacity

Governance is both a stand -alone theme, as well as a cross cutting theme in AAIU. The stand alone work focuses on the national monitoring and coalitions to increase civic engagement in this regard. The Governance provides leadership in the development of the national governance strategy, which guides other themes and programmes to develop and implement responsive plans. With the other themes, governance provides technical support by ensuring that each unit does full governance contextual analysis at planning and guides them during in implementation of governance related processes at both DI and national level interventions. A review of the structure of AAIU was carried out recently, and an additional staff was provided to the Governance programme.

3.2   Network, coalition, platform

Overall relationships explored between AAIU and its partners seem to be healthy and constructive. AAIU is part of both informal and formal networks. In the networks, AAIU is considered to be an active member, sometimes providing financial resources, but more importantly actively participating in interventions. A key added value of AAIU is considered to be in its contribution to strategic discussions. There is regular interaction

between AAIU and its partners, especially at national. Regular engagement at local level has been greatly hampered by the reduction in staffing at the DI level. It was suggested that sharing work-plans (with strategic partners) could help towards better coordination and reduce duplication of activities.

3.3   Financial resource, resource mobilization

Resources for AAIU's governance work is obtained through three channels of funding: Sponsorship funding, which is predictable income and currently accounts for about 50% of resources; Partnership funding and independent funding either from individuals, trusts or foundations e.t.c. The funding planning that takes place annually, and reflects these different streams, is also used to ensure continuity of plans. In the past, donor interest in supporting governance work from the demand side was rather limited, mainly because of great investments through direct budget support. However, there seems to be a change, largely influenced by politics and policies in donor countries, and there is growing interest in supporting governance work. AAIU continues to explore these opportunities. AAIU has also benefited from the merger with MS and this has increased its resource envelope (MS contributes 90% of the governance budget). In spite of these opportunities, AAIU is still resource constrained, particularly given the magnitude of the work that it intends to do in governance.

3.4   Conclusion

Governance is at the core of AAIU's work, and is thus mainstreamed in the other RTEP themes, as well as implemented as a stand- alone theme. Governance is understood as addressing the relationship and frameworks of engagement between rights holders and duty bearers. Specifically, empowering rights holders to hold duty bearers accountable for respect of human rights, rule of law an ensuring justice and equity in the attainment, distribution and utilization of public resources. Through engagement with Government officials, traditional leaders, private sector actors and multi-lateral institutions, AAIU has been able to work with others, to create spaces for CSO, the challenge is to utilize these spaces to bring about more change. Key to all AAIU's interventions is working in partnership with others. To a large extent a lot of advocacy has been carried out at national level supported by the evidence developed by some alterative models implemented in different communities. The challenge is to take the learning's from the models and advocate for national replication. Changes in

AAIU's structure, especially the closure of some DIs, limitation in resources and conceptual challenges have hindered further buy-in and implementation of governance at local levels in the past. AAIU will need to address these issues, since it intends to focus greater attention in the future on creating working civic consciousness, especially at community level. AAIU also has the challenge of working in a political context that is militarized and in which space for CSOs and media is narrowed, through legislation.

4. Recommendations

4.1. Goals, objectives, priorities and approach

The new strategy should continue with the emphasis on:

- Trade justice
- Ecological justice and climate change
- Building civic engagement at all levels to challenge bad leadership from the lowest to the highest levels

It should also:

- Strengthen the focus on the supply side of accountability
- Strengthen policy work documentation to support communication and further advocacy
- Provide more direction and focus

4.2. Human resource and organizational structure

A comprehensive review of the CSP is planned, which will determine recommendations in staffing. However, there seems to be divergence of views on the adequacy of the current staffing to the workload, this issue requires more in-depth exploration in the review.

4.3. Mechanism of coordination

- Continue working with civil society platforms

4.4. Financial resource

- AAIU needs more support from the International Partnership Development (IPD) to enable Uganda access high valued findings especially cross-country funding opportunities. Uganda also needs to build on its growing ability to raise more non-regular giving (sponsorship income) funding to live within its commitment as an affiliate.

4.5. Support from IGT

- Define a clear focus for governance work within AAI
- Provide capacity building and technical support, however, this should be determined through a proper assessment process, and not be top down.
- IGT need to get their evidence for international advocacy work from countries. A question that needs to be explored is how the countries can support the IGT?
- Provide technical and financial support more consistently
- Lead on the discussion of implications of MS on ongoing governance work in country offices.
- Support in fundraising for governance related work.
- Support in opening up global spaces for engaging on central issues for the region.

Annex 4. Country's Case Studies Reports

Nigeria Case Study Report

1. Introduction

Nigeria embarked on a democratic path in 2004 with the election of its first civilian president after a series of military dictatorships. In 2007, power was handed over to another civilian president, however challenges with succession led to flawed elections. The incoming Government was then plagued by uncertainity due to the long absences from office by the president who was terminally ill and eventually died whilst in office. Fortunately, a peaceful transition has take place to the vice president. In the midst of this, many government institutions have not been fully developed and continue to operate ineffectively due to lack of capacity, resources and corruption. Enforcing the rule of law also remains a challenge.

On the socio-economic side, Nigeria is the eighth largest oil producing country in the world with a population of over 140 million, and yet is ranked 158th in the Human Development Index. Unemployment is a challenge, the business sector is largely dominated by small and medium enterprises (SMEs) with little capacity and support to grow, agriculture is largely subsistence, energy generation is poor and so is the road network. Nigeria is a mono-economy with heavy dependence on oil and little has been done to diversify the country's income. Environmental degradation is ongoing, especially in the oil regions and government interventions to address this are inadequate. Various parts of the country are prone to violent conflicts on the basis of ethnicity, religion and resource allocation, especially in the Delta region.

High mortality rates continue with 197/1000 live births in 2005. There is a high population of young people, but without the corresponding social investment for them to attain their potential. School enrollment rates remain low, with high drop out rates, especially for girls. HIV/AIDS prevalence has reduced from 5.8% in 2001 to 4.4% in 2005, however the number of AIDS orphans, stigma and discrimination pose huge challenges. Womens' rights are still largely constrained by patriarchy, cultural, social and economic factors. The promise of 30% affirmative action for women in appointive positions has not been upheld by the federal government, and women continue to suffer from discrimination and violence. Principles of Convention on Elimination of Discrimination Against Women (CEDAW), which was ratified are yet to be domesticated.

In response to the above context, the Government has initiated a number of legislative and policy reforms in the political and economic sectors, and has signed up to New Partnership for Africa's Development (NEPAD). It has also introduced a number of programmes to address specific challenges in the economy, however, the impact of these reforms are not felt amongst the poorest and excluded. Civil society organisations (CSOs), including Action Aid International Nigeria (AAIN), continue to engage actively in ensuring that poverty and its underlying causes are addressed.

3. Action Aid's governance strategy, projects and activities in country

3.1. Country's governance's strategic objectives and priority

In AAIN, governance forms the core of their country programme. According to the country programme's analysis, as well as analysis of other stakeholders in Nigeria, one of the major factors contributing to poverty in Nigeria is corruption, and ineffective institutions that have the mandate to ensure good governance and equitable distribution of resources. As the eighth largest oil producer in the world, Nigeria should not be amongst the world's poorest nations. The failure to harness the oil revenues and invest then for the good of all Nigerians is a major cause of the current failure of service delivery and the poverty.

The thematic objectives of AAIN's governance work are:

- **Women, poor and the excluded participate in governance processes at all levels**. The governance programme has sought to

achieve this objective through research and advocacy for increased women's political participation at the national level. At the state level, some of the partners in the PAP(Partnership Against Poverty) programme have deliberately sought to increase women's participation in the Regenerated Freirean Literacy through Community Empowering Techniques (REFLECT) circles, and the discussions therein on determining community priorities. The women in these communities have thereafter actively participated in meetings at community level to develop lobbying strategies for meetings with local authorities, and been part of the meetings with local authorities. The men consider women's participation in lobbying meetings to be effective, one gentleman said "…they hear and listen to the cries of women more than the cries of men."

- **States and institutions become democratic and accountable to the people at all levels** Interventions to attain this objective were the Advocacy, Awareness and Civic Empowerment(ADVANCE) project that focused on budget analysis and accountability at state. Through this project, CSOs and State officials were trained in budget analysis using the Public Finance Analysis (PFA) tool. Involvement in civic education, having a Parliamentary Liaison officer, as well as PAP interventions at local level to increase community engagement with their local authorities were key interventions as well.

- **Poor and excluded are able to claim their rights and access justice at all levels.** The main activities to support this objective were capacity building for CSOs in advocacy, and the introduction of the Rights based approach (RBA) in the PAP approaches. The social forums at state and national level are also aimed at providing space for civil society engagement at all levels, to specifically highlight the concerns of the poor and excluded.

In order to ensure that AAIN addresses key governance issues, as they emerge, it engages regularly with CSOs in various networks, especially the Nigeria Social Forum, as well as with duty bearers during training activities and through its Parliamentary liaison. These avenues of engagement create forums through which to identify, address and/or plan with others on how to address emerging governance challenges.

3.2. Implementation of IGT work areas at national level

The IGT works areas are: Local governance and democracy, Social movements, National monitoring and accountability, Knowledge and capacity building.

Local governance and democracy. Interventions to promote community engagement in local governance have largely been carried out through the work of the PAPs at state and community level. Unlike other Action Aid country offices that operate with District Initiatives(DIs), AAIN works with identified organisations at local level and forms partnerships with them, and these organisations constitute the PAPs. The PAPs are then trained by AAIN in RBA and the PFA. The PAPs in turn identify community facilitators and train and support them in RBA and PFA, and encourage them to apply these approaches in their work. Thus far, the main entry point for enhancing participation at community level has been the training in RBA – the community facilitators translate the RBA training in their work with communities by highlighting the responsibility of duty bearers in service delivery, and ensuring that communities engage with them to ensure that services are effectively delivered. Where necessary, the local authorities partner with AAIN to deliver services and in this process, it is made clear that the responsibilities for ensuring that this is sustainable lies with the local authorities. For instance, in Tako community, AAIN constructed a health centre, and the community approached the local authorities to provide the staff and a microsope. It is expected that the local authorities will take responsibility for ensuring that the clinic continues to function and has the requisite equipment. In meetings with a PAP in Nasarawa state, Pro-Agape, they shared how it was initially difficult for them to understand RBA and to in turn convince the community facilitators to apply it. However, after application, they realize that the approach gives more responsibility to the community to speak for themselves and ensures that they have greater engagement with duty bearers at the local government level.

Specific AAIN work in democracy involved election work through the ADVANCE project. The initial entry point was election monitoring, however feedback from partners indicated that the terrain was saturated with election monitors and what was required was greater civic awareness and engagement. AAIN then played a greater role in creating civic awareness. AAIN will continue with elections work in the forthcoming elections on the premise that the understanding of accountability should start with the process of elections during which a social contract is set between the electorate and the elected representative(s).

Social movements. AAIN understands social movements as spaces that are available for people to engage on common concerns. In this regard, AAIN is part of the Nigeria Social forum, a national gathering of CSOs drawn fro a wide diversity of sectors. AAIN has supported the organization of national social forums twice, and has also supported a social forum at state level.

National monitoring and accountability The entry point for national monitoring and accountability is the budget work. AAIN considers that budget work provides an entry point and basis for the practice of other aspects of governance i.e. participation, accountability, empowerment and justice. Civil society is empowered through training in PFA and RBA, then the discussion on the budgets constitute participation, accountability is enhanced through the engagement between civil society and duty bearers on the budget and use of public resources broadly. In the end, justice is served when changes are made to reflect an equitable allocation of resources.

The main tools used for budget work are the PFA and Economic Literacy and Budget Accountability for Governance (ELBAG). The PFA tool is particularly useful because it is simple and provides the basic information required by both CSOs and duty bearers about budget work. The ELBAG tool, builds on what is contained in PFA by providing a broader perspective on economic literacy and accountability for economic resources. The main critique of the ELBAG tool is that it used complex terminologies and also focuses heavily on the demand side.

In Nigeria, and even within Action Aid International, AAIN has built its reputation as a centre of excellence for budget analysis and monitoring. Through training CSOs and political leaders at various levels, AAIN has been able to create awareness about the importance of budget analysis, and the need ensure efficient and effective utilisation of resources. In Lagos State, 30 billion Nira was saved in the 2009 budget, through a process of careful budget analysis by AAIN's partner CSOs who identified areas of excessive allocation.

Partnership Assessment. In all its interventions, AAIN works with partners at various levels. Selection of partners is based on their assessment using the Partnership Assessment and Development Framework (PADEF). PADEF provides a detailed assessment of partners' capacities as well as their institutional ethos and values, and enables AAIN identify partners who have

a similar purpose as their own. Though considered cumbersome and time consuming, the assessment framework means that AAIN only works with credible organisations. In one of the meetings, it was pointed out that once you are a partner of AAIN who has gone through the assessment framework, then no further assessment needs to be done to take you into other partnerships- AAIN's assessment is considered thorough.

IGT Support The IGT have been very responsive to the work in Nigeria by providing technical support, and financial resources, for instance, AAIN has hosted three AAI international meetings on budget analysis over the last couple of years. IGT support (financial and technical support) has also enabled AAIN become a centre of excellence for budget work.

Governance as a cross cutting theme In AAIN, the governance team works closely with the other RTEP themes, specifically providing technical input on governance related issues. For instance, working with the health theme and partnering with the Aids Alliance of Nigeria (AAN), AAIN trained AAN's members on how to analyse budgets for the health sector using the PFA tool, and specifically focused on assessing spending on HIV/AIDS. As a result of this intervention, a manual has been developed to support CSOs engaged in budget tracking for HIV/AIDS.

3.3.   Country's projects and activities on governance

The main activities related to governance work during 2006-2010 are:

- Budget Engagements/Projects that include training in PFA, HIV/AIDS budget tracking and the ADVANCE budget advocacy project
- Elections
- The ADVANCE budget advocacy project
- Nigeria Social Forum
- Women's political participation
- Parliamentary Liaison
- PAPs and local governance

Budget Engagements/Projects- AAIN has trained partner CSOs at various levels and state officials including members of the national legislature/parliament in public finance analysis and budgeting. All together,

about 549 people have been trained over the past four years, including training in three states i.e. Benue, Abia and Ejigbo. The key achievement of the PFA programme is the growing recognition of the importance of budget work and the need to plan for the effective and efficient use of resources, as well as the need to leaders accountable for budgets and plans. Through its work with state officials i.e. the duty bearers, AAIN has been able to help them understand the budgeting process better. This engagement with duty bearers has also created space for AAIN to engage on other governance issues.

The ADVANCE (Advocacy, Awareness and Civic Education) project was a 4 year project that started in 2006 and was implemented in three states. The project was designed to enhance the capacity of civil society for effective engagement with the government of Nigeria in order to ensure inclusive, transparent and accountable governance. And to also ensure that people are governed justly and democratically. AAIN played the role of technical partner on the budget advocacy component of the project. In the end, AAIN trained CSOs and state officials in Budget Analysis and Advocacy, Economic Literacy and Budget Accountability for Governance, Mandate protection and election observation, as well as a Media Advocates programme. As a result of the interventions, a coalition of state and non-state actors was formed in Benue state for economic literacy and accountability for governance. In Ejibo Local Council development area and Lagos state, there is now regular presentation of monthly public accounts, expenditures and policies to the public. There is also online access to budget information from Lagos state. AAIN also developed its center for budget and policy advocacy, which continues to provide training and technical assistance in budget advocacy to state and non-state actors. AAIN also facilitated participation of 15 CSOs to the 2010-1012 Medium term sector strategy development process. Through the Media Advocates' Programme (MAP), journalists were trained in budget analysis and better relationships were developed with the media as partners in governance work.

AAIN started its engagement in election work as elections monitors in 2006. Through this engagement, AAIN has recognized the importance of creating awareness about the need to hold leaders responsible right from the time of elections. Ideally, when citizens know about the responsibilities of duty bearers from the onset, they can elect people who are more likely to deliver the quality of service and leadership that they need, and also hold these

people accountable for this. The main achievement of this programme has been greater engagement and access to the political sphere by AAIN.

Nigeria Social Forum (NSF): AAIN supported the formation of the NSF and its activities at mainly national and regional level. AAIN also supported social forums at state level. The NSF is one of the ways of the ways in which AAIN is supporting the creation of spaces for civil society engagement in Nigeria. The NSF brings together a variety of CSOs that operate in Nigeria and provides a forum for them to strategise and work together to advocate for changes in their country. AAIN has also supported and facilitated social forums at State level. The community facilitators who participated have said[7] that it was an opportunity for them, for the first time, to meet other people who were able to express and talk about issues of concern and deliberate on these issues. As a result of the State forum, they were inspired to continue with their work, and formed a support network in Nasarawa State called the pro-poor network.

Women's political participation- The main intervention in the area of women's rights has been research and advocacy at national level for greater representation of women. Research on women representation in governance was carried out and disseminated widely and used for a number of media campaigns. AAIN also produced consistent updates on the progress of affirmative action at all levels. There has been limited success in this regard, because of the changes in Government, challenges of organization within the women's movement in Nigeria, and staff turnover at AAIN. The PAPs have also deliberately sought to include women in the activities at community level. In a meeting with members of Tako community, it was shared that in many parts of Nigeria, women do not sit in a circle with men, and also are not heard. In a meeting, the women were part of the circle and also made contributions. The men acknowledged the unique insight and influence of women i.e "when women cry, their cries are heard better". They also said that meeting together has enabled the men and women to have a better understanding of each other and the issues that affect them. Involving women in the community meetings has created more opportunities for them to influence community decisions.

Parliamentary work (Accountability of duty bearers): AAIN had a parliamentary liaison officer during its 2006-2010 strategy period. The

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[7] Meeting with community facilitators and AAIN PAP- Pro-Agape in Nasarawa State

parliamentary liaison officer's role was to monitor legislation and to follow up on engagement with the Parliament. The main achievement of this activity was to create opportunities for engagement and strengthening lobbying efforts with Parliament. Specific legislative engagements were; an analysis of the 2008/2009 bills that were presented in Parliament, engagement with the senate and house committees on finance and public procurement in collaboration with 25 CSOs partners and in the end an amended Public procurement Act was passed. AAIN also provided support to the anti-corruption legislation and compliance institutions, took part in discussions with various committees and also worked with the committee on women's affairs for the passage of the social protection bill.

PAPs support to local government engagement: This has involved strengthening partners to take charge of implementation for instance in Nasarawa state, Project Agape t was identified as a capable partner. Project Agape staff have worked with RBA and the REFLECT circles to encourage communities to identify key community concerns, and work together to approach duty bearers for support. Through these discussions, a community in Lafiya was able to meet regularly together and approach the Local Authorities for clinic staff and a microscope, which they got. They feel confident and say that the people at the local government now know who they are.

3.4. Challenges

The AAIN governance programme encountered the following challenges:

- AAIN has made progress in getting policies and legislation enacted at national level. The main challenge is in ensuring the adoption of these policies at state level, and their implementation. This will require further engagement by AAIN. Policy work also needs to focus on the state level and to look beyond formulation *per se* to tracking implementation and having dialogue on the same.

- The political situation in Nigeria is dynamic, and has been particularly complex following the last elections and the changes in government. Keeping abreast with developments as well as deciding the best way to participate in some very political situations, sometimes presented a challenge.

- Governance is a very broad and demanding area, with lots of linkages. AAIN has many partnerships and activities at national, state and local level. The current level of staffing (one Governance coordinator) is inadequate. The PAPs are also overwhelmed, and where staff are recruited through partnership support, they have to leave at the end of the projects because there are no more funds available.

- The partnership approach enables AAIN expand its reach, as well as provides more voices behind an issue. However, working with partners also means that sometimes, AAIN does not have direct control over their progress in implementation for instance, one of the reasons why there have been limited results in the women's political participation initiatives is because there was lack of effective coordination, and internal conflicts in the women's movement. These issues had to be addressed before AAIN could make any progress in its work with them.

- The linkages between AAIN's work at national and regional (Africa) level are inadequate, and yet there is growing recognition of the importance of regional bodies like the AAU, ECOWAS, etc to ensuring democratic governance, particularly by providing a forum for accountability for States to fellow states. The APRM process is one important process in this regard.

- Most of AAIN's funding for governance interventions is obtained through partnership funding and is in the form of short- term projects (1 -4 years). This has an impact on sustainability and overall impact of the projects. Governance interventions generally require longer term funding and sometimes the project funding ends at a point when the projects are just gaining momentum e.g. the ADVANCE project. When the projects end, the staff also have to leave, and this sometimes increases the workload for the governance coordinator.

- One of the results of nurturing alliances and coalitions is the temptation to establish new institutions to manage these alliances and coalitions. Establishing new institutions tends to fracture the alliances and coalitions and focus attention on maintaining the secretariat.

- Communities directly engaging with their local leaders sometimes has cost implications for instance transport to meetings that may be a distance from the communities. So when there is no immediate positive response from local leaders, the community members may get discouraged and give up.

- Dealing with budget analysis means challenging the political and economic base of some politicians. In some instances, the lives of CSO staff have been threatened because of this, an in one incident an CSO staff who was active in raising issues of misuse of resources was shot.

3.5. Best practices

Some of the key best practices from AAIN's governance programme are:

- There is internal coordination between the governance coordinator and other themes. Joint planning is carried out, and specific areas of intervention by the governance theme are identified. The governance coordinator then identifies point persons to work with the RTEP themes on specific governance related issues.

- A keen interest by the leadership in the country office and integrating governance in the CSP has been key to getting governance at the fore of AAIN's programmes.

- Working with strong partners in areas where AAIN does not have a particular focus e.g. monitoring multilateral institutions, and monitoring procurement work are carried out by AAIN partners.

- Thorough screening and verification mechanisms for CSO partners through the PADEF

- Annual partnership forums enable sharing information and providing feedback, contributes to building trust and strengthening relationships.

- Partnering with the media contributes towards greater exposure and visibility, which is useful in advocacy.

- Regular community meetings, building on the REFLECT circles contribute towards greater awareness of key community issues and participation of all members in the discussion of proposed solutions.

3.6. Lessons learned

The key lessons learned during the implementation of AAIN governance programme include:

- It is important to work through partnerships and to invest time and resources in the careful selection of partners.

- Open discussions within the country office and with the IGT is important when country offices need to make decisions on the extent to which they should engage in political debates and processes.

- Practicing democratic governance internally- helps you practice it with partners.

- When creating spaces for CSO engagement, it is important to ensure that these spaces are not 'hijacked' by politicians or other stakeholders who are not keen on promoting the voices and interests of the poor and excluded.

- In some interventions, it is necessary to work with the supply side in order for them to understand some governance processes, as well as the concerns of the poor and excluded. Furthermore, the interaction with the supply side should to the extent possible be predicated on constructive engagement, and not accusations

- Take advantage of any spaces for civic engagement, however small, and use them as a starting point.

- The results of governance interventions take a long time to be realized, therefore the investment in governance interventions should be long-term.

- The link between effective delivery of services and the need for democratic governance needs to be constantly made, in order to enable people appreciate of governance interventions to their day to day lives.

3. Action Aid's Country's governance organizational structure, platform and resources

3.1. Organizational capacity

AAIN has a Governance coordinator who is assisted by different project coordinators. She also works closely with the women's rights coordinator, the PAP coordinators and the Policy coordinator. In the past, the governance officer has been assisted by project coordinators (who also support the work in other RTEP themes), however when the projects end, the staff leave and the governance coordinator then fills in any gaps left by the project until funding for another project and staff is obtained.

The PAPs have responsibility for working with all the community facilitators in their State (up to 24), in addition to following up on the child sponsorship programmes. In Nasarawa state, the PAP- Pro Agape, has two staff who coordinate all these initiatives, and they stated that their workload is too heavy and will affect their performance and effectives.

The Policy coordinator is a recent positions and the organization is still in the process of clarifying the roles, duties and relationship with other themes, especially governance.

3.2. Network, coalition, platform

A key lesson from working with all networks, coalitions and platforms is the need to have a common and clear purpose and objective.

Working relations with rights holders. Most of AAIN's work with rights holder groups is supported by the PAPs, who work with community facilitators, to support particular communities. It is envisaged that as the communities get more empowered and the community facilitators more confidence and competent, they will be able to continue engaging in governance processes on their own.

Working relations with the supply side. Through its interventions on the budget analysis, AAIN realized that the supply side, especially state officials, do not know about budget analysis, and so supporting them to understand the process, the importance of consultation and RBA has enabled them work better with CSOs. The relationship with the supply side is therefore one of constructive engagement and at times capacity building.

Working relations with CSOs. CSO relationships are partnerships and a key element is reciprocity in the relationships. AAIN adds value through capacity building, technical support and creating spaces, while the partners also share their technical knowledge, experience, and constituency base.

3.3. Financial resource, resource mobilization

The governance programme receives more of its budget through partnership funding. As mentioned earlier, AAIN has to seek partnership funding for most of its governance programme, and this is not always guaranteed to be long-term. The governance theme requires more consistent and long-term funding.

3.4. Conclusion

Governance is central to AAIN's work. 2006-2010 has mainly been spent creating space, building alliances and strengthening capacities of partners. In this process, AAIN has strengthened its reputation as a reliable partner for CSOs, a competent and well -informed institution to engage with a genuine voice for the poor that is not afraid to engage on pertinent issues, key amongst which is budget analysis. For AAIN, governance is about being political, and engaging with institutions of power. Internally, there are challenges of balancing the workload between staff, and a heavy workload for the PAPs. Nonetheless, strong teamwork, allocation of roles and follow through has enabled the governance team to mainstream governance work in the other RTEP themes.

4. Recommendations

4.1. Goals, objectives, priorities and approach

- The future strategy should provide for strategies to intervene on both the supply and demand side.
- Working through partnerships should continue to be emphasised, and specifically highlight the importance of having a thorough assessment process for partner selection.
- The new strategy should provide for stronger linkage between regional and national level interventions.

4.2. Human resource and organizational structure

- Policy and governance relationship needs to be clarified. It is suggested that the policy officer should play a TA/functional role and focus on national, regional and international levels, whilst maintaining regular communication and links with the local level. Governance, on the other hand, should focus on the ensuring that the institutional framework necessary at national level for effective participation is operational.
- Governance should continue to be both a stand-alone theme, as well as a cross cutting issue.

4.3. Mechanism of coordination

- There should be better links and investments in relationships between local, national, regional and international level interventions.

4.4. Financial resource
- More long-term and consistent sources of funding are required for the governance programme.

4.5. Support from IGT

Specific support required from the IGT includes:

- Conceptual clarity on governance, and in particular a clear indication of how MS and AAI understandings of governance align.
- Ensure that governance issues addressed at international level are informed by research and information from national level.
- Fundraising
- Capacity building

- Synergise AAI governance work by continuing the annual governance meetings
- Provide technical support to country offices.

Annex 5. Country's Case Studies Reports

Brazil Case Study Report

1. Introduction:

Brazil has been recently assessed as one of the countries least affected by global economic crisis and, at the same time, one of the first to recover in terms of economic growth and investments. National policies had positive impacts in reducing the bad consequences of the economic crisis. At the same time, huge public and private investments are planned for the coming years, mainly in terms of infrastructure and extraction of natural resources, such as gas and petroleum.

Social policies that have been developed by national government in the last 7 years (President Lula's two mandates) have produced significant reductions in poverty levels. However, the current economic model has significantly decreased labor revenue in detriment to capital revenue, which represents a transfer of revenue from Brazil's middle-class to foreign financial speculators. Also, quality of basic public services like health, housing and education remains a serious issue, and little progress has been made addressing the fundamental issue of land reform for landless families, women, indigenous groups and ethnic groups (Afro-Brazilian rural communities). Brazil's urban housing deficit of 7.9 million units remains a serious issue as the poor continue to be pushed to violent and precarious urban peripheries due to predatory land speculation.

Regarding women's rights, the rise of maternal mortality (which is higher among afro-Brazilian women), the decrease in the rate of economic activity

of women and the very low execution of the planned federal budget for this area demonstrate the difficulties that are still faced.

Politically, 2010 will be election year, in which voters will choose the new President, national parliament representatives, state governors and state parliament representatives. It will certainly be a year of big debates about the political choices of the current government, the long term development model that the country is taking and its consequences in the long run. Brazil's national development bank (BNDES) is now larger than the InterAmerican Development Bank and financing development projects in Latin American and Africa.

Civil society organizations and social movements are divided between support for the current government policies and the criticism of the general orientation of these policies, especially in relation to their environmental and social impacts.

2. Country governance strategy

Objetives:
- make the State and its institutions more transparent and democratic;
- promote another possible globalization, centered in human rights and social justice;
- promote grassroots participation, particularly of women, to work in advocacy for public policies that meet the fulfillment of rights.

The focus of our Governance work has been the promotion of the Right to the City and of public policy and budget monitoring by civil society. Another important part of our work in the past 4 years has been the promotion of South-South solidarity and raising debate on the role of middle-income countries' governments in the global arena.

3. Implementation and work areas

Basic actions:
- Empowering poor and excluded people – in particular women – to claim rights, take part in decision-making processes and influence public policies.

- Identification, monitoring and promotion of experiences of democratizing governance at federal, state and local level.

- Empowering and articulating social movements, networks and other civil society organizations – such as popular housing movements – which work towards rebuilding responsible governments and democratic international institutions.

- Critical engagement with the work of legislators and formulators of local, state and national policies for democratizing decision-making processes, especially in relation to policies that reproduce the processes of inequality and impoverishment.

- Help ActionAid International in the struggle to build new symmetries of global power within the system of international governance.

- Help towards the democratization of governance enabled by the World Social Forum process.

- Production and diffusion of knowledge and information relating to initiatives that encourage transparency and the social control of governmental actions by social movements and civil society organizations.

The ELBAG methodology developed by AAI was useful in promoting budget tracking capacity building for 02 local partners in 2006. In 2008 we started a project to promote the monitoring of 3 key public policies by some of our local partners, which resulted in the development of a methodology that incorporates political training for socially excluded populations with a gender perspective and the establishment of a network from local to national level. Finally, with the approval in 2009 of a multi-country project by the European Union for rolling-out ELBAG in Brazil, Guatemala and Nicaragua, we will be able to further adapt the methodology to the Brazilian and Latin American contexts, and strengthen experiences developed by local partners in Brazil.

ActionAid Brazil has always supported local development projects through grassroots organizations, and promoted advocacy and campaigns in partnership with social movements, NGOs and networks. In the past years we have faced the challenge of promoting such working relations in a way as to give more visibility to ActionAid

- Support to grassroot organizations' mobilization and advocacy activities in the promotion of the Right to the City;

- Systematization of successful experiences of civil society mobilization as a part of the *Olhar Crítico* project and of successful experiences of public policy and budget monitoring by Brazilian civil society in 2007;

- Capacity building and support to public policy and budget monitoring by grassroot organizations and NGOs;

- Development of a methodology for public policy monitoring by groups at grassroots level (see below);

- Support to and participation in the National Urban Reform Forum (see below) and in the Brazilian Budget Forum;

- Support to urban social movements, such as *Central de Movimentos Populares*;

- Active participation in the Middle-Income Countries Initiative and the State of the State project;

- Promotion of South-South solidarity exchanges, with visits from Nigerians, Cambodians and Mozambicans to Brazil;

- Support to the Brazilian edition of the *Le Monde Diplomatic* magazine;

- Support to the activities of the World Social Forum Committee of Rio;

- Participation in the IBSA Local Government process, opening up space for urban social movements and representatives of civil society;
- Research and networking around South Global.

AA country governance organizational structure, platform and resources

AAI Brazil never had a full time governance coordinator in these 5 years. The theme has been developed first by a member of Program team that had other responsibilities both with DAs and IASL. Then the theme has been under responsibility of the CD, with junior level support. Since 2007 there is a Governance Coordinator that accumulates also the role of IPD Coordinator.

The exchange with other thematic work has always been strong, with joint activities developed whenever possible and feasible.

There is also a particular focus in developing Governance team in the program work with some specific Das. This has brought positive results in terms of mobilization at local level.

Financial and human resources however have always been insufficient to cover all the needs and to developed the whole potential that governance work has in Brazil. The theme has counted with around 20% of Policy and Program Budget over the years.

Best practices:

Support to and active participation in the National Urban Reform Forum

The Brazilian National Urban Reform Forum (FNRU) was created during the late 1980s by social movements, unions, Brazilian NGOs, and academic organizations with the initial purpose of pressuring the government to insert laws guaranteeing the right to the city into the Federal Constitution of 1988. Over the years it has repeatedly shown itself to be a major player in urban issues on the national scene. AAI Brazil was invited to join the FNRU coordinating committee in 1999, and has held an active role ever since. In 2003, the FNRU achieved a historic victory in pressuring the Federal Government to create a Ministry of the Cities, overseen by a democratically elected, voluntary delegate and councilor system at the local, state, regional and national levels called the National Conference of the Cities.

During the 2007 Conference of the Cities, where AAI Brazil served as a delegate, the Federal Government signed over U$1 Billion in low income housing assistance to be self-managed by urban social movements and low income housing cooperatives that participate in the FNRU. The initial elation was replaced by anger when, in early 2008, the President announced a growth acceleration program, called PAC, that would include U$50 Billion in slum upgrade funding that would apparently entirely bypass the Conference of the Cities structure. AAI Brazil participated in the FNRU meetings in which a strategy was developed to put pressure on the government. During an AAI Brazil sponsored training event for newly elected national councilors in Brasilia, they decided to conduct a protest in front of the Ministry of Cities. Protesting a scandal in which U$120 million in PAC slum upgrading funding was embezzled in Minas Gerais State, Social Movement spent the morning sweeping and cleaning up in front of the Ministry, with ample media coverage. The Federal Government, knowing that the FNRU with its 4 national urban social movements is capable of quickly mobilizing hundreds of thousands of people in cities

across the country, took this small protest as a warning and quickly passes a provisionary measure giving a monitoring role to the Councilors with full freedom of access to documents related to every PAC-funded public works project.

Measuring the Impact of Public Policy Monitoring on Poor People

One of the policies tracked by the *Measuring the Impact of Public Policy Monitoring*, co-funded by Ford Foundation, has been the Food Acquisition from Smallholders programme (PAA), which is part of the Zero Hunger public policy. The program consists in the government purchasing the produce of family farmers to distribute in schools, crèches, grassroots associations and hospitals. Along with the Family Grant (Bolsa Família) this has been one of the main food rights policies to impact poor families all over the country, particularly in the Northeast.

AAI Brazil held workshops along the year with DA9 (Conviver) and DA11 (MIQCB) to hear from the communities how they were accessing the program. The methodology was gender sensitive and held a specific day for women's meeting and another day with a mixed gender group.

The women were stimulated to reflect about what has changed in their lives and what has changed in the community after the program. Maria Lucia, a farmer from the dry lands of DA9 (Conviver) told that the middlemen are now disappearing. "They used to buy 150kg of cassava for U$ 8 and sell it for U$ 80 at the market" said her. Another farmer, Maria das Dores saw many things change in her community. "We are more organized, have more money, and more food. Health improved since now we eat much better," says her.

Another tracked policy was the Maria da Penha Law. Enacted in 2006, this is the first Brazilian legislation for combating and preventing domestic and family violence against women. AAI Brazil held workshops with DA 5 (Casa da Cultura) and DA 4 (Cabo Women´s Centre) to share the technical content of the Maria da Penha Law and discuss how women were experiencing its implementation. For many women it was a rare opportunity to speak safely about the violence they suffer and understand what they can do about it. Valdeci Pimentel from DA5 said "I am happy with these

workshops. In such moments we must express ourselves to get to know how to get rid of the violence and understand our rights. We have to get together to put the law into practice". There is still a challenge to adjust the police system to follow the Law recommendations on how to proceed when a domestic violence case is reported. Special Police Station for Women is one of those requirements missing in many poor areas such as DA 5 and DA 4. After the workshops the women from DA 5 created the Maria da Penha Forum to put pressure on government authorities to deliver.

The track of the policy Growth Acceleration Package (PAC) involved DA7 (UNAS) and DA4 (Cabo Women´s Centre) in workshops to discuss how the government is considering poor people's urban rights while mainstreaming infrastructure improvements in slums. Participants highlighted the importance of engaging with the government in the initial planning and having social control to assure concrete change according to their needs.

IGT support

IGT has given crucial support on strengthening of ELBAG work through capacity building for the Governance Coordinator and providing of tools and knowledge, on promoting South-South solidarity and on our involvement in the IBSA Local Governance process, which constitutes an important space for advocacy and networking.

Challenges

- Difficulties to be recognized as an advocacy partner besides a financial donor;
- Lack of visibility to ActionAid's Governance work;
- Difficulties to raise funding for Governance work;
- Lack of integration between work developed at DA level and national and international levels

Lessons learned

- Right to governance is a key area of work of AAI and should be strengthened in all levels, but maybe not as a separate "team", but as a strategy and approach that is linked to all thematic areas where we work.

- AAI Brazil has played an important role in terms of sensitization local leaders and people in poor communities about their rights and how to access them. This is a permanent long term work, that bring long term results in terms of mobilization and political struggles.

Recommendations

Right to governance is a key area of work of AAI and should be strengthened in all levels, but maybe not as a separate "team", but as a strategy and approach that is linked to all thematic areas where we work.

Governance work has to be adaptable to different national and local realities, in order to have greater impact.

Particular attention shall be paid to governance work at international level, more articulated with policy area of AAI.

Annex 6. Country's Case Studies Reports

Cambodia Case Study Report

1. Introduction

Cambodia is one of the poorest countries in the world with a HDI ranking of 131 and per capita income of 430$ per annum. With annual donor pledges of 500 million US dollars (15 per cent of GDP and half of the national budget), the country is heavily dependent on foreign aid. While grappling to build accountability of traditional donors, the country is facing additional challenge in building alignment, commitment and accountability of non-traditional donors such as China and (this year) Kuwait.

Over 80% of its population depends directly on farmland, aquatic and forest resources for livelihoods. However, rapid alienation of poor from their source of livelihoods and political discrimination has resulted in widespread poverty and rising inequality. Commercial concessions, land grabbing, discrimination and violence against women, weak governance and Cambodia's integration into the global economy are all happening alongside and corroborating each other.

One third of its population, small fisher folks, people living with HIV (PLHIV), land poor, urban poor, indigenous communities, people with

disabilities (PWD) and within each of these groups the women, girls, and children live in extreme poverty. Access to food, healthcare and social security remains major issues of concern.

The recent inflation and the escalating food prices in Cambodia have taken toll on the political and economic landscape. The prices of all varieties of rice, the staple food crop has jumped up by approximately 100 per cent. This is a vital concern because the poorest 40 per cent spend 70 percent of their income on food. The rural poor residing in poor areas have been facing the worst impact, followed by the urban poor. The idea that increased rice prices would improve the income of the poor farmers is nonetheless a misleading assumption since most farmers are not in the position of producing a surplus to sell. The landless, land poor, migrant communities and landless fishing communities are most severely affected by food prices increase. The recurring disasters of flood and drought and recently the impact of Ketsena storm have increased the food vulnerability of poor communities especially of land poor, landless communities, women, children, the elderly and disabled in a number of our DAs – covering Kampong Thom, Kratie, Rattanakiri, and Preah Vihear provinces.

Accountability remains a critical challenge particularly on the face of the donor conditionality. As such alignment and accountability of traditional donors remains a challenge and the unpredictability and unaligned nature of the non-traditional aid (China, middle east) makes it all the more difficult to unite such aid with the country's medium and long term development plans.

The implementation of Law on Suppression of Human Trafficking and Sexual Exploitation has witnessed routine harassment of sex workers through abrupt raids, beating, rape, forced detentions, custodial torture, and extortion – adding to the vulnerability and insecurity of sex workers, particularly those illegally trafficked.

As poverty remains endemic in Cambodia, these new emerging challenges have created new forms of vulnerabilities and exclusions, and exacerbating existing ones. It is all the more important in this new political economic scenario to particularly investing on our programme grounding, value based partnership, linking programme and policies by building effective policy allies from local to national level and build close and positive work environment with the state and its actors.

2. AA governance strategy, projects and activities in country

2.1. Country's governance's strategic objectives and priority

Objectives are:
- To make the State and its institutions more transparent and democratic;
- To promote another possible globalization, centered in human rights and social justice;
- To promote grassroots participation, particularly of women, to work in advocacy for public policies that meet the fulfillment of rights.

2.2. Implementation of IGT work areas at national level

Basic actions are:
- Empowering poor and excluded people – in particular women – to claim rights, take part in decision-making processes and influence public policies.
- Identification, monitoring and promotion of experiences of democratizing governance at federal, state and local level.
- Empowering and articulating social movements, networks and other civil society organizations – such as popular housing movements – which work towards rebuilding responsible governments and democratic international institutions.
- Critical engagement with the work of legislators and formulators of local, state and national policies for democratizing decision-making processes, especially in relation to policies that reproduce the processes of inequality and impoverishment.
- Help ActionAid International in the struggle to build new symmetries of global power within the system of international governance.
- Production and diffusion of knowledge and information relating to initiatives that encourage transparency and the social control of governmental actions by social movements and civil society organizations.

2.3. Country's projects and activities on governance

Action Research on Policy Environment for Universal Access and Rights to Work of Entertainment Workers/Sex Workers. The implementation of Law on Suppression of Human Trafficking and Sexual Exploitation allowed the arrest of sex workers. The Action Research was conducted in 4 selected provinces: Siem Reap, Banteay Meanchey, Sihanouk Ville and Phnom Penh covering 1,116 EW/SWs. The action research went through a participatory and consultation process where key relevant members of CACHA including sex worker's group, HIV positive community and the consultant meet together on a regular basis to analyse and agree on the findings of the research and recommendations.

The release of the result on the action research brought together government officials, NGOs staff, key stakeholders working on HIV/AIDS and sex workers to critically look at the impact that the new law (Suppression of Human Trafficking and Sexual Exploitation) has caused on basic human rights and right to employment of entertainment workers/ sex workers and increase the HIV infection prevalence rate as a result.

Tradition and culture research. This research aimed to keep update and reading document on indigenous' traditional and culture. The partner has conducted research on indigenous traditional authority systems and is in the process of this research. Village elders, youth and other community people from Tum Poun, Jorai, and Kreung ethnic groups have actively participated in the research that aimed to at bringing out alternative conflict resolution processes that can be utilized by the young generation.

Integration of indigenous development plan. The development action plan has been presented in the District Integrated Workshop (DIW) to respond to proposals raised in community investment plans (CIP) and to involve stakeholders in implementing the action plan. The advantages of participation in DIW have helped to collect recommendations from all stakeholders and to build good collaboration with NGOs and government line departments in order to accomplish the action plans smoothly 1000 copies of a Khmer and English paper on Accountability and Managing for Results: **'**Accountability to whom and who hold whom accountable**'** developed in 2008 was printed in early 2009 and distributed widely to all government institutions, National Assembly, Senate, Development Partners, NGOs and relevant stakeholders.

Local Governance. This local governance is reflected through our work on

grounding the community organising process. The community organising process undertakes economic literacy work with development area partners in order to deepen the analysis of commune property, resources, particularly focusing on fishing lakes. This was to obilise the people with analytical perspective so the community work deepens. Further, there was participation of the people in managing communal property rights.

Aid effectiveness. The aid effectiveness work has gained momentum and the Aid Effectiveness Forum has been established and housed in NGO Forum under its Trade & Economic Development Network. The Forum is governed by a core committee of 6 member organisations and have held number of discussion to develop its strategic plan. It has organized civil society hearing in March 2007 and national consultation on aid effectiveness in September 2007 as a result of a two-moth long process. It has also commissioned two research; one in March 2007 as part of Real Aid II and again in September as part of EURODAD (European Network on Debt and Development) research in 8 countries.

Women's self help health Initiative. The four phases of training women centered health care, continuous mentoring to partners and community women healers and their practices were an important process to help nurture the leadership ability of poor and excluded women in the community. Beyond the initiative to help in nurturing a physical and social space for women to discuss issues related to their health and local remedies through mutual self help therapies, the programme is a simultaneous effort to explore strategies to demand accountability from the government to address women's health issues effectively and comprehensively.

2.4. Challenges

- Difficulties to be recognized as an advocacy partner besides a financial donor;
- Difficulties to distinguish governance from other thematic works.
- Lack of human resource specialized on Governance work;
- Difficulties to raise funding for Governance work;
- Lack of integration between work developed at DA level and national and international levels

2.5. Best practices

- Establishment of Community Organizing and Community facilitators in 281 villages. Provide training and capacity building and connect them with various CSOs, media for mobilization whenever necessary in order to protect community's interests.

- Successful campaigns of people in Kampong Samaky village to reclaim 72 ha of aquatic resource and fishery community inTrapang Sangke, Kampong Kes and Trapang Thom villages to reclaim 346 ha of sea and land for community's livelihood.

- Successful advocacy for reconsideration of implementation of Law on Suppression of Human Trafficking and Sexual Exploitation.

- Supporting NGO coalition for monitoring aids effectiveness

3. AA Country's governance organizational structure, platform and resources

3.1. Organizational capacity

There is no separate governance team or leads staff in AAI Cambodia Country Program. Governance work is being done through other teams and at DA levels.

3.2. Network, coalition, platform

Mainstreaming issues of PLHIV and platforms for democratic participation. Our HIV/AIDS work in 2009 strengthened the existing work with our short and long-term partners and networks. Our focus on prevention services, care and support, and advocacy activities remained in the centre of our works while exclusively working on HIV/IADS issues. Through PLHIV outreach program, a total of 4,354 WLHIV OVC and general people (65% women) from 34 remote communities scattered in Kandal, Battambang, and Phnom Penh were reached through community outreach education on HIV/AIDS, women health and treatment literacy. The community outreach education programme using participatory methodologies of the Stepping Stones and Reflection (STAR), a customized CO approach has helped build informed participation, inclusion and leadership of people living with HIV in governance processes. The approach focused on building efforts for

communities to lobby for rights of people living with HIV, treatment and care, primary health care, gender equality, human rights, child rights, action against illicit drug use.

Cambodia Alliance for Combating HIV and AIDS (CACHA). The Cambodia Alliance for Combating HIV/AIDS (CACHA), evolved as a strong citizen's platform to advance rights of people living with HIV. Key evolution of CACHA as an alliance this year extended to its development into a formal network registered with Ministry of Interior and setting up of steering committee, structures and policies and three yearly strategic plan. This allows CACHA to strengthen its identity and strengthen its capacity toward its mission. CACHA continues to align itself with like minded groups working on HIV/AIDS at national and grassroots level.

The CACHA platform as a national alliance lobbied to influence and advocate for issues of PLHIV to be covered by the report with specific recommendations. In 2009, the significant influences included the writing of the UNGASS shadow report which was then incorporated into the Cambodia UNGASS report. The PLHIV and MARP Declaration on World AIDS Day highlighted the issues that PLHIV and MARPs face. As a result, 416 PLVHIV and OVC have received ART in 3 operational districts/referral hospital, and six PLHIV members have became CCM members to monitor the Global Fund including CACHA coordinator.

Additionally 1500 copies of the policy brief (fact sheet) and about 500 books of action research report have been developed, printed and distributed to NGOs, government, networks and stakeholders during launching workshop and CACHA meetings.

Building on youth. The Cambodia Indigenous Youth Association (CIYA) and OPKC (Organization to Promote Kouy Culture) in collaboration with ILO, HBF, NGO Forum have joined in the efforts of "law and indigenous rights protection strategy". This forum is to mainstream the national and international legal framework concerning indigenous people. The forum has reviewed the 15th annual ceremony of World Indigenous Day and the 5th National Indigenous Day in Cambodia.

Citizen organization. Our work with national network on education, Global Campaign on Education (GCE) continues in 2009. We supported the initiative around National Teacher Day and Global Action Week of GCE

and National Education Partnership (NEP) which is a advocacy network on education. The initiative of NEP and GCE has enabled more resource allocation for teachers' salary. Parents and students representatives from floating village have presented the testimony on education issues in floating community to larger audiences. At the grassroots level, our work on education was around mobilising parents to understand the important of education and send their children to go to school, enhancing participation of parents in school monitoring and continued dialogues between parents and teachers to improve quality of child education. Through the platform of parents' committee and the parents-teacher meetings and mobilisation, a number of changes have taken placed in 2009 in relation to education at the grassroots level. Our partners in seven DAs are successful in their mobilising 1,131 dropped-out students to get back to school.

Demanding Aid Accountability. The NGO Forum on Cambodia, an umbrella organisation of NGOs in Cambodia, on Aid Effectiveness in order to continue using this platform of CSOs to strengthen the understanding on aid and its conditionalities have placed demand for accountable aid distribution and utilisation.

NGO Forum organised a CSO High Level Dialogue on Aid Effectiveness and brought over 144 NGOs participants to discuss on the level of ownership of the country update of National Strategic Development Plan (NSDP) for 2009-2013. The forum acknowledge the fact that limited number of CSO participate in the preparation process of NSDP Update does not reflect country ownership of the plan as it excluded specific CSO groups, citizens and national assembly from the preparation process. More participation of CSO to ensure transparency in the planning process is needed but this can be done through the technical working group (TWG). A mapping of TWGs and the key influential NGOs in each TWG was done and resulted in a plan research to assess the result of this NGOS representative in participation in TWG, Government-Donor Coordination Committee (GDCC), Cambodia Development Cooperation Forum (CDCF) mechanism. A number of researches are in the on-going process such as the budget tracking in agricultural sector which focus on the government and donor support to sustainable agriculture for small holders farmers, research on tracking aid allocation and disbursement, and the monitoring on the non-traditionaldonor, China aid, a mega aid pouring into the country since 2006.

4. Conclusion

Governance work in fact is very significant in Cambodia and being carried out intensively throughout the CPs structure and networks in various forms of activities such as training and capacity building, supporting self-organized formation of marginalized groups and community, supporting right-claiming campaigns, advocacy, building coalitions/platforms for civil participation in planning and monitoring process, etc. Governance tools, especially ELBAG, are being used widely and effectively for this purpose.

The above mentioned activities have brought real changes in protection of rights and improvement of situation of various vulnerable groups and poor communities in many AAI DAs in Cambodia.

Cambodia is under multiple transition process with many challenges. Low income, corruption, social disparity, social evils, external financial dependence, climate change, etc. are among many factors that continue posing serious threat to people's livelihood and living conditions. It's therefore AAI work on ending poverty and injustice is needed for people, especially for the poor in Cambodia.

At the same time, since Cambodia largely depends on outside donors, the Government seems to be flexible and open to civil society engagement. The ruling Party is also placing poverty alleviation as important priority in its agenda. This is favorable condition for expanding AAI governance work in Cambodia.

There is no doubt that if equipped with sufficient human resource and expertise as well as financial funding, AAI Cambodia Country Programme will achieve much more in its governance work and contribute more effectively to AAI discourse for ending poverty and injustice in Cambodia.

Annex 7. Country's Case Studies Reports

Nepal Case Study Report

1. Introduction

Nepal's current political agenda is mainly revolving around the constitution making process at the moment. After the expiry of the tenure of the Constitutional Assembly (CA) on 28th May 2010, three major political parties (Nepal Communist Party Unified Maoist, Nepali Congress and Nepal Communist Party United Marxist and Leninist) underwent a 3 point agreement; to conclude the peace process, form a government of national consensus and draft a new constitution extending the tenure of the CA for a year.

Deep social inequalities exist in all aspects of life in Nepal. Social exclusion based on traditional practices is still prevalent in the country that perpetuates different kinds of discriminations based on caste and origin. Due to discrimination and poverty, widespread and equal participation of people in public administration and services have been weak.

In order to address this, the constitution has provisioned the right to participate in the state structure on the principles of proportional inclusion for the economically, socially and educationally backward women, Dalits, indigenous ethnic groups, Madhesi communities, oppressed groups, the poor

farmers and labourers. The constitution has also outlawed untouchability and caste based discrimination.

Despite these constitutional provisions, changes in social behaviour has become a distant goal since the incidents of violence against women, such as- beating and inhumane treatment to vulnerable women such as blaming her to be a witch, rape, maltreatment for not bringing dowry etc are reported on a regular basis. Similarly, lack of proper policies and programmes or implementation of existing programmes to uplift the backward community has not been effective because of corruption and fluid political environment.

Weak governance at all levels is both a cause and effect of poverty and conflict. The governance system in Nepal has made adverse impacts on the lives of the country's people, particularly the poor and excluded.

2. AA governance strategy, projects and activities in country

2.1. Country's governance's strategic objectives and priority

The main objective of the governance theme has always remained advocacy for pro-poor policies and their implementation. AAN has always worked towards promoting transparency, accountability, rule of law and promoting participation of poor and marginalized right holders across various sectors ranging from public to private and local to national and international levels based on the following actions since 2008:

- Work with members of Constituent Assembly and concerned committees of the Constituent Assembly to establish proper institutions and mechanisms for just and democratic governance
- Support civil society organisations and social movements to monitor state's delivery of basic rights of people, especially around three foundation themes identified by AAN (Women's Rights, Right to Food, Right to Education)
- Democratise works on Economic Literacy and Budget Accountability for Governance in order to build the capacity of poor and excluded groups and seek public accountability
- Advocate and promote transparency, accountability, social inclusion and rule of law at all levels in the government, civil society and international institutions

- Campaign and advocate for the establishment of sustainable peace and justice
- Advocate and support campaigns for just trade, pro-poor aid policies and aid effectiveness

2.2. Implementation of IGT work areas at national level

ActionAid Nepal has been working in the areas of local governance though various levels of engagement. The governance works of AAN has mostly focused in promoting accountability and transparency. So the mostly used governance tools are ELBAG (Economic Literacy and Budget Accountability for Governance), social audit and public hearing IGT has been very helpful in organizing ELBAG ToT in Nepal and for providing required information, resources and sharing cross country experiences. Establishment of websites such as the governance link and ELBAG by the team have been very useful for sharing knowledge and experience on the issues.

The governance theme and also the team have been helpful in advancing rights based approach, as it provides tools for participation of marginalized community in decision making processes, tools for promoting right to information, transparency and accountability which are key to rights based approach. These tools are equally useful to all the RTEP themes in seeking accountability and transparency of duty bearers, building capacity of the poor and marginalized people and realizing their rights.

2.3. Country's projects and activities on governance

Sensitizing Partners on Governance Works: After the preparation of the Governance Strategy in 2006, all the long-term partners were oriented in 'working on governance theme' during late 2006 and early 2007. The objectives of the orientation were to show the relation between governance and poverty; inform about the governance strategy and encourage them to design programs to influence governance for the benefit of the poor and marginalized people. In addition, the partners are also supported during the finalization of their plan to devise activities relating to influencing/improving governance in general and of the implementing organization.

Engagement in policy work: AAN, working in rights based approach, has tried to bring change in policies and practices that affect the poor and marginalized rights holders ranging from the local level to national and to some extent international level. For this, AAN has been supporting different networks, alliances and social movements to formulate plans, create alternatives, conduct studies and strengthen their advocacy.

Human Rights and Rights-based approach training for AAN staff and Staff and board members of PNGOs: For the improvement of the governance, human rights are the means and end. Sensitizing PNGO on Human Rights and Rights-based approach has been a major work of the theme. For this, two fold approaches have been taken so far; first using various forums to orient the PNGO and project staff and AAN staff on Human Rights and Rights based approach and training all the staff of a particular PNGO on the subject. Such trainings were organized frequently during 2006-2008 and conducted every year in different resource centres or in the working areas of the PNGOs.

Budget Tracking: Budget tracking works are generally conducted to tap the public budget by the right holders and community people. The work of budget tracking was piloted during 2000 in the western part of Nepal but it did not widespread as desired. Later, it was revived during 2005-6 and all the long term PNGOs were oriented on this tool and almost all the partners started tapping the village and district level budget.

ELBAG: From 2006, the concept of ELBAG was also introduced among the partner NGOs. The training on the methods and tools was given after AAN conducted a national training of trainers on ELBAG in May 2007 with support from IGT.

In 2007, short-term partnerships with 3 organizations in all three resource centres were made to pilot ELBAG for a year. The programme in the western and central resource centre was successful to a large extent and the programme in the East could not be that effective because of conflict in the region.

The works on ELBAG in Nepal is mostly limited to the local level (village and district). All the PNGOs of the Western resource centre area, nearly half of the partners of Central resource centre areas and selected partners of the Eastern resource centre were provided training during 2007-2009. In

addition, some short-term partners and project partners (such as Equity and Access Programme, DIPECHO partners, Pro-minority project partners) were also oriented in ELBAG. After the training, the community people were mostly engaged with Village Development Committee, District Development Committee, Public Schools, Community Forests and Health Posts.

The work on national budget could not be done so far, despite the plans. However, a study on Education financing was conducted in national level in 2008.

Promoting Social Audit: Now all the AAN partners conduct social audit and share their activities, budget and achievements in public. This has increased credibility of the institutions. It also helped a lot during the period of armed conflict, where our PNGOs were not much bothered by the rebels as they showed their accountability towards the community people and transparency of the their work and budget.

Support to the Institutional Governance of PNGOs: In 2006, AAN conducted governance mapping of its long-term partner NGOs. With that AAN prioritized its partner NGOs' institutional governance and assisted and encouraged them to come up with proper finance and administration policies, to make the organization inclusive (board members and staff) and separating the roles of board and staff members. AAN also encouraged for social audit and other transparency tools.

Promoting Participatory Budget-making and monitoring Process among PNGOs: AAN has promoted participatory budget making process in the community. From 2006, the PNGOs work with the community before preparing the draft of their annual budget and need a certification from the board of the organization that it was prepared after the consultation with the community. However, AAN has not been able to verify it or participate in such community consultations in most of the programme areas. The progress, outcome, learning and process of the project/programs implemented in the community are discussed in the community with the right holders' groups and stakeholders at least once a year and among AAN staff and other PNGOs twice a year.

Women Leadership Development: Women's leadership development programme started with the approval of the CD based on interim concept

papers. In 2006, three women staff of PNGOs from 3 resource centre areas were supported to get a 6 month course from USC Nepal and 15 women staff and some women board members of PNGOs received a tailor made 75 days long women's leadership development training from SWI, Khumaltar in 2007. Later it was continued by women's rights theme which supports capacity building and networking of Mahila Adhikar Manch (Women's Rights Forum).

Vital Registration and citizenship Programme: During 2007, campaign on vital registration was supported as it is the point of departure for the realization general and specific rights of an individual. A short term partner was selected to conduct relevant training for the PNGOs who were then supposed to carry out the campaign with support from the trainer organization. The trainings were conducted in most of the areas, in few areas it could not be conducted due the conflict and changed priorities. However they were also communicated with the necessary information regarding the vital registration and asked to prioritize/sensitize people on such registration. Similarly, programmes were carried out during 2007 to get citizenship certificates especially in Terai region and in inner terai where many people did not have the certificate that hindered them from many of their citizenry rights.

Anti-corruption Initiatives: After the adoption of the Governance Strategy, some radio programmes were supported to improve governance in remote areas during 2005-2008. These programmes brought the public officials into the live interaction programmes where public could ask them about corruption within their offices. In some cases, the bribes taken were returned by the concerned official after such discussion in Kailali and Kanchapur districts. Similarly other programmes highlighted the issues of different rights holders groups identified by AAN and also for promoting peace in the community.

Various public hearing programmes and discussion programmes were supported during 2007-2008 in partnership with local NGOs and clubs in order to improve governance in different places. For example, some public offices that had most public relations were monitored for some time and called in a public hearing, where the cases of corruption and unnecessary delays were reported and actions were taken afterwards. Similarly, public hearing on transparency of political parties at district level was also conducted in Banke District.

Support to constitution building process: After the conclusion of the Comprehensive Peace Accord between the government and the Maoist in Nov 2006 and promulgation of Interim Constitution in 2007, the priority of the governance theme diverted towards peace process and stirring debate about federalism and constitution making process. Orientations on constitution making process through Constituent Assembly (CA) were given to AAN staff and PNGOs.

AAN, in partnership with different organizations, initiated debate and discussion on various issues, such as- transitional justice, basis of federalism, state restructuring, right to information, Inclusiveness of political parties, peace process, and role of newly founded Ministry of Peace and Reconstruction, discussion on Truth and Reconciliation Act etc. It also lent support for the formation of peace committees at the local levels and advocated for the same.

2.4. Challenges

There are two major challenges in governance work, the first is the political situation of the country and the second is our organizational limitations. Ten years long armed conflict led the country towards lawlessness and accountability-free state. In such situation, working in governance has become really difficult. Seeking accountability is not so easy. The participatory planning process envisaged by the Local self government act never came into practice, and there is no space for advocacy as well.

Looking internally, work on policy and governance is one of the main priorities of AAN but there is no one directly responsible to consolidate the efforts made by different themes, initiatives and projects, neither a person is authorized or assigned to monitor them all. The policy team comprised of a team leader and 3 foundation theme leaders are responsible for most of the policy and governance works in AAN. Although, projects and right holder focused initiatives also need to work on governance issues, there are no strong linkages between such initiatives and policy team.

2.5. Best practices

Use of ELBAG tools: One of the best practices of AAN governance work has been its work on budget accountability. After the training on ELBAG,

the community people with the help of the PNGO staff have started asking about the budget which is their right to information. The community people felt empowered and dignified. Moreover, they were successful to claim and receive public budget to prioritize their concerns in local plans. Since various tools of accountability and transparency are associated with this, ELBAG has also been an effective tool for knowledge based advocacy.

Social Audit: Conducting Social Audit has increased the credibility of the PNGOs and ActionAid Nepal among other organizations and stakeholders. This, together with intensive training on rights and rights based approach have opened opportunities for them to get funds from other INGOs and public projects such as Poverty Alleviation Fund, District Development Committees and Village Development Committees.

Support to Networks and alliances: Supporting the formation and strengthening of networks and alliances are effective in advocacy works. For example support to land right forum and formation of alliance of supporters to the cause helped create its legitimacy. The government also recognized the land right forum and nominated two AAN partners as member to the land right commission. Mahila Adhikar Manch (Women's Rights Forum) is also emerging as a powerful network of women from more than 26 districts. Involvement in such network and their capacity building initiatives has brought many community women and activists in the forefront. For instance, some freed Kamaiya and Dalit rights activists were nominated as CA members; others were nominated as member of land right commission, Freed Kamaiya Rehabilitation Committees (national and regional level) and Study Taskforce on Badi's status etc.

Policy Works and advocacy: policy work referred here means advocacy for policy formation where policy gaps are seen, policy reform where the policies are not up to the mark and policy implementation where right policy execution is absent.

AAN continuous engagement in particular issues and appropriate strategy and network/ alliance have resulted in influencing different policies at national and local levels as mentioned above.

Empowerment of marginalized groups: the slum community in Katmandu formed their organization and network to claim their rights to settlement. They succeeded in this long lasting campaign and became a political force

during election campaigns in Nepal. They established Community Intervention Centers for protecting women from violence and abuse by authority, in community and in the family. They also established Women Credit Union which has been expanded and helped a lot of women to get rid out of poverty.

2.6. Lessons learned

One of the major lessons learned during this period is- providing a tool is more powerful than just giving information. In many communities the right-holders were made aware on their right to participate in public affairs, such as planning of the village development committee. They also knew about their right to information. But they were not able to participate in such process effectively and they were not sure what information they can claim for their development until they learned about ELBAG. Although the community people of programme areas had been claiming rights with different authorities in different ways, it gave them an entry point for participation in VDC planning and provided them with a tool for making them accountable. It also empowered them to claim their rights in a proper manner that is based on knowledge, analysis and monitoring. However there is still a need to popularize these tools to all programme areas and simplify it to make it more effective.

The second learning is that transparency demands further transparency. This learning comes from the practice of social audit among our partner NGOs. In many of our programme areas, after our PNGOs started conducting social audit and participatory review and reflection programmes, the community people have started asking similar openness in other programmes supported by other donors as well as to other NGOs implementing different programmes.

Another learning from last 5 years is that proper policy formulation is important to improve governance, but proper strategy for their implementation is equally important for the benefit of the people. In all these years our right holders together with other forces were successful to influence policies for their benefit. The representatives of the right holder groups have been included in different committees. But realization of the end result depends on different factors, such as change in public opinion, availability of resources, continuity of public interest etc.

The other important learning during this period is the role of cultural background of people, which cannot be changed overnight. ELBAG and social audit practice has made the community people (right holders/ PNGOs) aware about their rights and empowered them to claim their rights, but people are still indifferent towards the culture of impunity

3. AA Country's governance organizational structure, platform and resources

3.1. Organizational capacity

The organization has faced frequent changes in its organizational structure in the past 2 years. There were 3 teams (Human Security and Governance, Social Inclusion and Livelihood and Economic Rights Teams) to look after different thematic works and initiatives of AAN besides other 3 support teams (Human Resource and Organizational Development, Finance and Administration and Fund Raising and Communication Teams) before the revision of CSP III.

After its revision the Policy Team was created to look after the three foundation themes, namely- right to food, right to education and women's rights theme. In addition, right to health is also recognized as an emerging theme. Governance theme came under human security. The governance team was assigned to look after the theme, but now the theme falls under the Policy Team, but there is no individual staff to look after the theme. It has now become the responsibility of each theme leader and focal persons of other initiatives. Likewise the governance issue relating to any AAN project is now the responsibility of the concerned project, though they may consult policy team leader if they need any kind of support.

After the CSP revision, the number of programme officers has increased from 1 to 3. They are now the focal persons for each foundation themes and are responsible to look after all the themes in their program areas (DI). Previously the partners used to work on 1-2 themes but now all the partners are required to work on the 3 foundation themes.

After the merger of AAN and MSN, Building local democracy (BLD) has been placed under the Policy Team. Though there are plenty of commonalities between governance theme and BLD, the nature of these two are fairly different. Because 'governance' is a cross cutting theme and should

be applied in all the works of AAN, where as BLD is limited to 4 districts only and implementing it to all programme areas of AAN would be difficult.

After the new organizational structure, there is no possibility of conducing special projects on governance theme as all the theme leaders and team leader already have plenty of responsibilities of their plates. It is necessary to develop different tools to promote governance and modify the existing tools for better results. Capacity enhancement of other AAN staff and PNGOs on governance work also needs to be given priority. In this context, the capacity of the policy team needs to be enhanced.

3.2. Network, coalition, platform

CSP III and Revised CSP III, both have given importance to network, coalition and platforms and the latter has also opened avenues for partnership with government entities. AAN generally has neutral or competitive relationship with the supply side and takes sides with the right holder groups. The revised CSP has mentioned about 3 pronged approaches to be implemented in its programmes- enabling and empowering right holders, mass conscientization on rights of the people and pro-poor policy influencing in the interest of right holders. Therefore, AAN and its partners work towards bringing the neutral and likeminded forces into its side in order to change the oppressive relationship between the right holders and the duty bearers.

Under the first strategy- enabling and empowering rights holders, AAN helps in organizing and mobilizing groups and their networks. AAN has promoted two forms of network-firstly, network of people's groups of same identity and network of different organizations working for the same cause. Networks formed from the groups of Dalits, ex-kamaiyas, landless people, women etc. are of the first kind, whereas right to food network, home-net comes under the second category. In addition, AAN is active in promoting coalition or alliance to uphold the causes of poor and marginalized people, such as land rights coalition that encompasses different NGO/INGOs and donor organizations in it. It had formed similar coalition of human rights organizations to advocate fundamental rights and other democratic norms in the new constitution.

3.3. Financial resource, resource mobilization

Since governance is a cross cutting theme and all the programmes and projects have one or the other kind of activities related to improving governance, it is difficult to differentiate the exact amount spent on governance work. So the expenditure made for the governance work comes either from the sponsorship income or from different official funding. Sometimes particular unplanned events or activities are shared by international governance theme as well, for example- the cost of international resource persons and their travel expenses were borne by the international governance theme during ELBAG training, fund of the State of State study etc.

But the governance theme budget is incurred upon the child sponsorship income. The expenditure and budget from 2006 to 2010 are as follows:

Year	Expenses	Budget
2006	248	197
2007	241	286
2008	287	340
2009	276	442
2010	-	965

4. Conclusion

Governance work is essential in Nepal in the context of process of political transformation, constitutional building and existing social problem.

The nature, scope and priority of governance theme has changed over time has affected governance work in Nepal. Although governance is a cross cutting theme in the CSP, it had some stand alone programmes such as radio programmes, anti-corruption initiatives, vital registration and citizenship campaign, women leadership development programme etc. until 2007.

From 2008, governance theme has become an integral part of policy work and clubbed under Policy and Thematic Support Team. The planning format of AAN has now adopted a section to plan activities for improving governance. This has helped governance theme to cross cut activities of all the long-term PNGOs and other national themes. The programme officers deputed to look after each DI (programme areas) are primarily responsible to ensure the implementation of such plans and provide necessary support in

the implementation. The policy team supports to build and enhance the capacity of such programme officers and the staff of PNGOs as required.

Policy team is also supposed to provide information and tools relating to policy and governance works to the PNGOs and AAN Resource Centres proactively or as per their demand. Policy team also supports during the finalization of the planning process with the long term partners in order to devise proper activities and strategy to influence for just governance. After the merger of MSN and AAN, Building Local Democracy has also become an integral part of governance work.

Since governance covers broader areas and extends beyond our long-term programmes and thematic works, all that AAN does for the improvement of governance does not fall under the sole responsibility of governance theme or policy team.

Country Programs often get confused while coordinating with AAI for similar activities and information. For example, a campaign for a policy change on climate change at national and international level would be the concern of all policy, campaign and governance themes.

Annex 8. Country's Case Studies Reports

Zambia Case Study Report

1. Introduction:

Poverty levels in Zambia are high with 64% of the total population living under the poverty line. These levels are higher in rural areas (some estimates put it as higher as 80% in rural areas) where approximately over 56% of Zambia's total population are based, and highest among female-headed households (Fifth National Development Plan, 2006:30). The Human Development Index for 2009 shows that Zambia is 0.481, which gives the country a rank of 164th out of 182 countries.

In terms of achieving equity between men and women, the Gender Empowerment Measure (GEM) reveals Zambia ranks 92nd out of 109 countries in the GEM, with a value of 0.426. The figure shows that there is inequality in opportunities in many areas of the social, political and cultural life. The rural poor engage primarily in semi-subsistence farming to secure their livelihoods. Most urban poor live in unplanned squatter settlements in peri-urban centres, where the lack of legal status, with respect to land ownership and service provision, constrains their productivity. Both the urban and rural poor's welfare is negatively affected by malnutrition, poor health status, lack of participation in local and national governance

structures and low levels of education. The Zambian youth represent 65% of Zambia's population. In the context of increasing poverty levels, many youths have been denied rights to education, healthcare and salaried jobs which have increased their vulnerability. To address the youth unemployment problem the government introduced the Youth Empowerment Fund under the Citizen Economic Empowerment Commission (CEEC) which so far has been difficult for most youth to access, due to complicated guidelines and extensive bureaucracy. This is further compounded by high illiteracy levels among the youths.

These high levels of poverty are created and maintained through various underlying causes of poverty including the centralisation of political power, undeveloped democratic politics and institutions, corruption, lack of legally backed governance participatory structures, environmental degradation, and the operation of unequal power relations also within the context of a globalised market environment. All of which results in weaknesses in Zambia's governance systems and structures and the unequal distribution of resources and opportunities within Zambia as well as between Zambians and foreigners.

Despite regular and relatively free and fair national and local elections, Zambia's democracy remains weak with a fragmented party system and weak and/or uncoordinated civil society organisations. Government restructuring has been weak with relevant institutions eliminated and, even in the cases where they are re-established at a later date, they are at less than optimal capacity for service provision. While there are policy frameworks to encourage popular participation in policy and development processes (including the Decentralisation Policy, opportunities to comment on tax proposals in the national budget, opportunities to comment on environmental issues and the Sector Advisory Groups related to national development planning and implementation), these remain largely ineffective and in some cases un-implemented and, at times, a way of attaching votes. Consequently, there are very few functioning and effective spaces for citizens to participate in, and influence, public policies and decision-making processes. Related to this, there remains a huge gap between central and local government. Even though Zambia in 1991 resorted to multiparty politics, political decision making is highly centralised and stays in the hands of the ruling party elite through the executive in the Presidency. This situation can be attributed partly to the weak political and electoral systems that do not clearly orient the elected representatives to their roles and accountability functions on one

hand and regulations that allow semi-literate/illiterate representatives with limited capacity to articulate policy issues to be elected into public office. There is wide-spread confusion caused during election campaigns and not addressed by civic educators on the distinct roles between the role of parliament (as law makers) and the executive (setting policy priorities and ensuring service delivery). As the 2011 General Election approaches, this undeveloped democratic culture becomes more apparent and is demonstrated by personalised attacks among leading politicians and less focus on policy issues citizens care about. The media is polarised and has not been able to address issues informatively without bias.

Zambia, which is dependent on copper mining and, to some extent, on agriculture, has experienced a challenging domestic and external economic environment which was largely influenced by the 2009 global financial crisis. The price of copper fell markedly and in response, mining companies decided to cut back on their workforce. On a more positive note, agricultural production is slowly picking up pace as evidenced by the government recent announcement the bumper harvest of maize (which is the staple food of the country) during the 2009/2010 farming season. Government policies have taken varied measures (such as promotion of conservation and irrigation farming) to increase the agriculture productivity. As a result of shrinking world copper prices and despite the efforts in the agriculture sector, by the end of year 2009, the economy had reached a point where the Government was unable to raise higher domestic revenues. Furthermore, as a donor dependent government, the withholding of donor funds due to the revelations of corruption scandals at the Ministry of Health in 2009, further weakened Zambia's fiscal position and ability to provide services. However, a number of measures, including prosecutions have been implemented by the Government as a way of ensuring accountability and preventing future mismanagement.

Zambia's Fifth National Development Plan or FNDP (2006-2010) is the guiding framework for the Government's reforms to address current poverty and development challenges. The theme of the FNDP is: "broad based wealth and job creation through citizenry participation and technological advancement" (FNDP 2006:35). The FNDP also highlights the importance of 'good governance' and sets out various initiatives including the revision of the constitution and a focus on three levels of accountability: political accountability; administrative accountability; and financial and budgetary accountability.

However, the Mid-Term Review of the FNDP, published in October 2009, provided a disappointing progress report. The Review pointed out that, in many crucial areas, the FNDP had not delivered on its intended goals and objectives. Poverty levels had remained high (64% of the total population at the time the report was published). This was, in part, the result of poor performance of the agriculture sector which employs the majority of people in rural areas (FNDP Mid-Term Review, p.10). The review continued by stated that "[t]he structure of growth has been oriented to a few sectors [mining wholesale and retail trade and construction], which are also capital intensive and, thus, labour saving, which has reduced their contribution to FNDP's goal of employment creation. Moreover, it is clear that there are low linkages between the earnings from those sectors that have registered growth with those, like agriculture, that house the largest number of poor people" (ibid, p.11). A civil society review of the FNDP - the Mid-Term Evaluation of the FNDP produced by Civil Society for Poverty Reduction (CSPR) in November 2008 - noted that resources allocated to the agriculture sector had been reducing since the implementation of the FNDP. This report warns that the "Government's retreat of resources in the agricultural sector, will pose greater challenges to smallholders particularly those that are geographically isolated" (CSPR Mid-Term Evaluation, p.9).

Preparation of the Sixth National Development Plan – or SNDP (2010 – 2015) as a successor to the FNDP (2006 – 2010) started in 2009 and the process is expected to be completed by the third quarter of 2010. The SNDP will be focusing on the agriculture sector.

2. Country governance strategy

MS-Zambia has two main themes: Building Local Democracy and Land Rights. These two themes are to be treated from gender and anti-corruption perspectives, as cross-cutting issues.

The Building Local Democracy component has four immediate objectives:
- *Citizens' influence on local government for improved pro-poor service delivery in target districts enhanced by 2012;*
- *Gender equality and equity in decision-making structures enhanced in target districts by 2012;*

- *Youth's influence on youth-relevant public institutions in target districts enhanced by 2012;*
- *Empowered citizens effectively articulating, influencing and monitoring national policies for the benefit of local communities by 2012.*

For the Land Rights component, the three immediate objectives are:

- *Legal ownership of land for poor and marginalised citizens in target districts enhanced by 2012;*
- *Citizens increasingly holding land administrators accountable for equal and equitable access to land for poor and marginalised citizens in target districts by 20;*
- *Implementation of land-related gender equality and equity policies in target districts enhanced by 2012.*

3. Implementation and work areas

Below is a brief description of the broad strategies adopted by the two themes at MS-Zambia. Many of the partners engaged in these themes will undertake multiple strategies to meet their organisational (and MS-Zambia' CPS') objectives.

Building Local Democracy:

- **Political empowerment**: this area of work became a significant strategy of our governance work when the new CPS was developed and implements in 2008. 70% of the human and financial resources are focused on this theme. With the introduction of 'Building Local Democracy' as a theme for our governance work, the focus was to work with local level groups and organisations to strengthen their understanding of their rights, their role in local policy and governance processes and develop the skills to effectively influence and hold government and their leaders accountable. This area of work includes training on human rights, awareness raising around various government policies (decentralisation being the most significant), and training in policy advocacy (from policy analysis to advocacy skills).
- **Decentralisation**: this heading encompasses a broad body of work. Starting with our governance work in 2006, this area of work mainly focused on work to strengthen and support local councils set up and

institutionalise functioning Area Development Committees (ADCs) who in turn were trained in advocating for decentralisation policy implementation, local development planning and capacitated to play accountability role in the local development process. Seen as a space at the local level for civil society/citizens and government officials to discuss and determine development priorities, the ADCs were a key aspect of the newly approved Decentralisation Policy. The work continued with ADCs throughout 2007 and 2008 where MS-Zambia partners worked with ADCs and included training them on concepts of good governance as well as working with individuals involved in ADCs to strengthen their capacity in lobbying and advocacy, participatory planning, and local financial management and budgeting. In 2008, with the introduction of the CPS and the focus on BLD, a lot of attention was given to supporting citizens and/or community groups/organisations to actively engage in ADCs. Throughout our work on decentralisation, MS-Zambia has done work to raise public awareness on decentralisation – from its significant in relation to reducing poverty and realising rights to the more technical aspects of sectoral and financial devolution. This public awareness work has focused on various stakeholders: local government officials, community groups, ad hoc groups of citizens and traditional leaders. Finally, MS-Zambia, together with a number of its partners, has actively engages in national level advocacy work to push for the full implementation of the Decentralisation Policy and the Decentralisation Implementation Plan (DIP) – both of which have been stalled and remain, in 2010, not implemented.

- **National Policy Advocacy**: through our 'strategic partners' MS-Zambia has supported and directly engaged in various national level advocacy efforts around government policies, national plans and (in)action. As mentioned above, this advocacy work focused on policies related to decentralisation as well as broad engagement in national development plans (the 5th and 6th National Development Plan) and budgets. Advocacy was also undertaken around specific policies including the land policy, agriculture, farming conditions/prices, natural resource management etc. A significant experience for MS-Zambia was working with partners on advocacy around the proposed NGO Bill and, later, the approved NGO Act. This new Act, while not yet implemented, poses a threat to the space and operating environment for CSOs in Zambia. The work continues on this issue and currently is focused on developing and implementing

a voluntary Code of Conduct to act as an alternative approach to regulating the work of civil society.

- **<u>Public resource tracking</u>**: this area of work really started to take off under the new CPS in 2008. It includes work to monitor and engage in the national budget process but also works at the local level to track expenditure according to the Government's plans (using Zambia's Yellow Book). At the local level, this area of work has also included monitoring the use of specific local level funds including the Constituency Development Fund and the Citizen's Economic Empowerment Fund. MS-Zambia has also supported partners to engage in tracking in resource mobilisation (including local level levies such as crop or market levies) and, where appropriate, advocating for changes to the existing policies and/or ensuring the resources collected are spent on local priorities. As a way of strengthening this resource tracking work, emphasis is now being given to economic literacy. This implies that the knowledge around the economy should be politicized and democratised before we can effectively engage in influencing the national budget process as the sustainable measure to address various economic problems that are politically induced.

Land Rights:

- Mass sensitisation on the importance of land tenure security; transparent, predictable and accountable land adminstrative systems and gender equality in land management. Communities in general,are more aware of the issues around customary land administration.

- Establishment of local-level structures such as land allocation committees, land advocay committees, and inter-institutional committees is a direct result of the initiative.

- Partners are advocating for some form of documentation at village or chiefdom level which will show ownership of a land parcel. As long as this is recognised at that level, it will give some degree of tenure security to the holders of such documents.

- National level advocacy work on Land and related policies.

4. Approaches

Tools and innovative approaches:

- Creation of national platforms to develop knowledge outputs and strategies between MS staff, external experts and partner staff e.g analysis and talking points were developed to support the decentralisation campaign. In 2010, MS-Zambia seeks to support greater coordination among decentralisation campaigners coordinated by a lead partner.

- Partners working with groups at the local level that are most affected and local leaders: as mentioned below in Section 5, MS-Zambia's work has included supporting the establishment and strengthening of local level groups (farmers, women, youths etc). Through these groups, individuals affected by existing policies (or the lack of implementation of existing policies) are supported to actively engage in advocacy and lobbying activities. In Chipata, the District Farmers' Association CDFA started the implementation of a project whose goal is to empower women to communally produce traditional highly nutritious crops for the support of orphans and women living in HIV/AIDS affected households. The multiplier effect of this project, which CDFA sometimes calls the 'Hidden agenda', is to build the capacity of rural women to lobby and advocate for land access and control. CDFA knew that the women groups did not have land but nonetheless gave them the inputs to plant on communal gardens. Availability of this inputs and agricultural training targeted only at women in the target areas was used as a strategy by CDFA to lobby for land rights for these women from traditional leaders. CDFA assured the traditional leaders that they would see the impact of providing more land to these women through increased food production and security. This initiative also enabled women to independently lobby their traditional leaders to give them land. During community sensitization meetings for the project, CDFA invited all community members and traditional leaders. CDFA soon realized that an immediate output of the sensitization meetings was that traditional leaders pledged to give women in their areas land. It is to be mentioned here that CDFA has sensitized both communities and traditional leaders on the importance of equitable access to land for poor and marginalized including women, but never has there been quick pledges to give land as there was this time .In Chongwe, the Farmers Association successful negotiated for customary land to be released to construct a local school that had been planned for three years. This effort was successful due to a combination of factors that

include training on land rights and creation of permanent local land action committee that includes local leaders who have access to other leaders

- **Human rights and citizenship training**: the emphasis in MS-Zambia's new CPS that started in 2008 was to strengthen citizens' engagement in local governance processes. For many communities, engaging in policy and political debates was new and so the starting point needed to be raising awareness of people's rights and their role in public debates. MS-Zambia's partners, such as Mansa District Women's Association, have used their women's rights and leadership training to successful lobby for inclusion on women in local decision making bodies and on challenging violence and violation of women's land rights. MS-Zambia's Knowledge and Strategy Team developed a Human Rights Manual that has been shared with all partners and used in their communities to raise awareness on rights and roles of citizens. Furthermore, in its EC funded CASE project, the ZCSD has carried out awareness raising meetings in 8 districts on human rights and how these can be claimed through active citizen participation in governance processes.

- **Building local spaces for dialogue**: MS-Zambia started work in 2006 to support local councils to establish Area Development Committees. It has also continued to support its national partners to facilitate local platforms on budgets and other key issues. This work has continued and now has a greater focus on supporting citizens to actively engage in ADCs. There are still significant problems with the ADCs – including the lack of a legal framework to protect them and universal understanding of their role (i.e. are they the lowest level of government or an independent space for public officials and citizens to discuss and plan local priorities?) – but they remain a space recognised by communities as being a place where their issues can be discussed. Furthermore, where ADCs are fully functioning, they are managing to hold elected official accountable for the

- **Tracking resource mobilisation**: MS-Zambia's partners budget tracking work has increased in geographical coverage and specialisation based on local priorities. CSPR has been undertaking annual national budget analysis, budget tracking at the local level as well as economic literacy training. In 2009 CSPR was supported to enhance its budget tracking work by developing a budget tracking tool called a budget tracking barometer. Other partners have also tracked

the utilisation of local fund and influencing decision on priorities. Other partners such as ZCSD are developing budget tracking approaches with their local partners while tracking public expenditure has a longer history among MS-Zambia's partners , in recent years, this work has been expanded to include tracking resource mobilisation at local level. In Mansa District, the Alliance for Zambia Informal Economy Associations (AZIEA) started a new initiative of holding local government to account on the usage of market levies. AZIEA mobilised market traders to engage in tracking the levels of market levies collected and challenge the authorities on the inappropriate and mis-application of the levies collected. Prior to this work, the usual practice was for local authority to use the money collected from levies to 'top-up' their wages at the expense of service delivery to residents. After AZIEA's work with market traders to monitor the levy collection and expenditure, the money raised in levies was spent on the construction of ablution blocks for the benefit of the market traders.   The new arrangement for resource mobilisations has been formalised and is transparent.

Governance approach to address emerging challenges in Zambia:
Given that the majority of MS-Zambia's work engages directly with partners based and mostly membership based organisations that are fully integrated into local communities, it is easy to identify and address emerging challenges important to the specific communities. Leadership of local partners and support from programme team has been key in the identification of specific governance issues for community mobilisation and advocacy. These challenges may be related to policies (either the absence of or unfair policies), political events (elections, party politics etc) or cultural character (access of women to land, lack of women or youth in public debates etc). It may be through using service delivery-type projects to empower women to demand their rights (as detailed above with Chipata DFA and Chongwe District Women's Association) or working on voter education to encourage people to vote for their candidate of choice rather than the party that is willing to provide (financial and other) incentives etc.

5. Networks, coalition, platforms

Since 2006, MS-Zambia has supported local level organisations to represent the interests and rights of their members. In 2006, this included supporting the establishment of District Farmer Association, Land and Women

Associations and Natural Resource Management Committees. While the focus of MS-Zambia's work has shifted away from Natural Resource Management, the work to support these local level CSOs continues and has evolved into strengthening now well-established community groups to engage in policy advocacy in local government structures. As a key issue is that many people do not actually know their rights, a major activity of these partners (supported by MS-Zambia) is the raise public awareness on rights. However, an issue that is emerging is that once communities have been sensitized on their rights, they tend to be over reliant on the organisations/associations that introduced the subject. This tends to create too much work for frontline CSO staff and is an issue that MS-Zambia is trying to address. One of the solution to addressing this is, as demonstrated by the MS-Zambia initiative through the Tranparency Accountability and Justice, Knowledge and Strategy Team, was to develop a manual on the Principles of Democracy and Human Rights that is being used by partner organisations at community level to to sensitize communities on their roles and responsibilities as citizens alongside sensitization on their rights. In 2010, the People for Change advisors will revise the trainings so as to ensure a stronger link between daily livelihood concerns and human rights education that ensures greater community collective action.

Another group of organisations supported by MS-Zambia are local, regional and national NGOs. These organisations range from representing groups of people (e.g. informal workers, youth, women etc) to focusing on a specific issue (land, agriculture, poverty reduction, etc). At a national level, MS-Zambia has supported umbrella organisations (mainly based in Lusaka) who work to represent their members in national policy debates. The work to mobilise civil society to participate in national planning processes and budgeting monitoring has been lead by a national CSO partner. This partner has always produced shadow alternative national plans that have been used to engage government the latest being the SNDP Also at the national level, platforms are developed on specific issues or themes – these include the Oasis Forum that looks at issues of strengthening the democratic processes (constitution, elections etc) and the NGO Insaka that discusses the NGO Act and voluntary Code of Conduct.

MS-Zambia tries to provide links between its partners to share ideas, lessons and best practices as a way of strengthening civil society activities. MS-Zambia holds b-annual meeting to share information and exchange experiences. Some partners plan exchange trips following these meeting for

more sharing and learning. Partners working on BLD and LR thematic areas meet separately to review and discuss issues pertaining to their thematic area and recommendations are made with the view to help focus partner activities in the following work plan.

From around 2006-2008, MS-Zambia worked with local councils to develop ADCs and strengthen their capacities to engage with local communities and undertake participatory planning and budgeting. In the context of decentralisation, a two-pronged approach seems sensible to ensure that both the supply and demand side of local governance processes were able to work together and actively engage in local political and policy processes. This approach shifted with the introduction of the new CPS which had a focus on Building Local Democracy to working only with community groups with a view to ensuring citizens actively engaged in local governance processes. MS-Zambia, therefore, no long supports local government structures in its programme. However, MS-Zambia and its partners continue to work closely with government officials either in policy dialogues or supporting the implementation of public policies.

6. IGT support

To date, MS-Zambia has not had any direct engagement with the IGT in relation to its governance programme. MS-Zambia has engaged in the global training on the two source-books developed by the IGT (on civic empowerment and accountability). So far the IGT – through MSTCDC - has trained MS and ActionAid Zambia staff and partners in civic empowerment and accountability. Furthermore, two members of staff from partner organizations as trainer of trainers who will roll out this training to other partners across Zambia in August. The training in Zambia will be supported by the lead trainers from MSTCDC. Further the experience sharing organised by the 2010 May IGT meeting provided a platform for the CP to share its current governance work and link it to other CPs doing similar work as well as the set priorities of the IGT which include future themes such as engagement in national development strategies, people centred decentralisation and parallel/informal politics. For both issues, MS-Zambia has leading partners with experience and direct focus who can benefit from experiences and skills from other countries.

MS-Zambia was also represented by the programme staff and partner representative in the Economic Literacy Budgeting and Accountability for

Governance (ELBAG) training organised by IGT that was held this May in Nigeria, Lagos. The plans are underway to roll out the ELBAG training to partner organisations this coming August. For this purpose as indicated during the training in Lagos, while the programme has funds to train partner representatives on ELBAG approaches to governance and accountability work, they will be need to source funds for the partners to be trained to enable them practically engage on ELBAG approaches. The impact of our work being the ultimate desire, the programme is planning to make an attempt to access the IGT Governance seed funds for this purpose.

7. Projects and activities

Building Local Democracy

- **Political empowerment**:
  - o MS-Zambia and its partners have, since 2006, pursued activities to influence citizen driven development, deepen democracy and improve accountability at grassroots and national levels. This includes creating awareness on pro-poor policies such as decentralisation, youth policy, local governement Act, Citizens' Empowerment Fund, anti corruption and general human rights. They have mobilised partners' engagement in policy processes at local and national level such as the formulation of the draft land policies and the national development strategies (among them the PRSP,FNDP and the SNDP). As a result of this awareness and democracy training, communities are increasingly realising the importance of them participating and influencing development and decision making processes at local levels. In some districts, communities members have started demanding access to school services, youth empowerment funds and inputs support required to enhance their agricultural outputs. Anti corruption sensitization has increased community awareness on the vices of corruption and how to report it.

o MS-Zambia has also actively supported partners to develop awareness raising campaigns in districts that are aimed at attracting the participation of the public in local governance structures. This includes issues related to decentralisation (see below) but also includes more general work to empower local communities through information and training on rights and citizenship roles.

- **<u>Decentralisation</u>**:
  o Partners have worked on raising public awareness on decentralisation. This has included work to popularise the Decentralisation Policy and DIP and more specifically on the role of citizens in local governance processes. Decentralisation remains a key issue for ensuring improved local democracy, service delivery and poverty reduction and partners' work has contributed to the increased particpation of marginalised groups such as specifically youth and womenl in local governance structures such as Camp Agriculture Extension Committes (CAC), Zone Committees, ADCs and Village Committees. However, the full implementation of the Decentralisation Policy remains as a highly political issue in Zambia and as such greater coordination in exerting pressure on government by CSOs needs to be enhanced in the future.
  o Since 2006, MS-Zambia has worked to establish and strengthen Area Development Committees (ADCs). With support from a Good Governance Programme funded by the Royal Danish Embassy, MS-Zambia supported local councils to set up ADCs in six districts. The councils consolidated the ADCs capacities in lobby and advocacy, participatory planning, awareness creation in decentralisation, and local government financial management and budgeting. This support contributed towards enhancing the capacity of district councils through facilitation of district councils strategic plan development, strengthening of ADCs reporting mechanisms and development of systems for engaging ADCs in revenue collection as agents of the council. Problems related to poor funding from central government, local revenue collection, budgeting, expenditure controls , bad democratic culture are common among council administration.

They negatively affect councils' service provision to residents and have diluted the impact of MS-Zambia support.

- This approach shifted in 2008 but support to ADCs (either through local councils or through CSOs) has resulted in empowered citizens playing an active watch-dog role in ADCs and demanding accountability from local government officials. In Petauke, this watch-dog role led to effective collaboration of local groups with Transparency International Zambia that pushed for the prosecution of local officials on matters relating to utilisation of CDF funds. This case was contested in the courts through a tribunal and made political headlines for a long time that attracted a lot of public attention. From this case it can be seen that the influence and watch dog role of communities through these established institutions is slowly taking root at local level and the role of ADCs is slowly being understood by the public. In recent years, there has been renewed work on ADCs. CDFA was able to secure an extra grant from another donor to to set up ADCs in the district. This work of CDFA also further benefited from MS partners in Kafue who trained them on ADC establishment and operations. This is also an example of the many internal and external linkages and networks the programme is fostering.

- MS-Zambia and its partners have put in considerable effort to lobby for the implementation of the decentralisation policy. In particular, two strategic partners (both umbrella organisations in Lusaka) ZCSD and SACCORD continued to implement a civic education programme aimed at creating public debate and demand for decentralization. These two organizations were supported by the MS-Zambia Knowledge and Strategy team to produce a manual, flyers and policy papers on decentralization in order to strengthen the debate at policy level. Considerable lobbying of the National Constitutional Conference (in 2008 in particular) was undertaken aimed at ensuring that decentralization is enshrined in the republican constitution currently under review. While there has been some movements in this policy's implementation (with the approval of the Decentralisation Implementation Policy in December 2009), the actual implementation is still stalling and there are very few signs that full decentralisation will happen before the next General Election in 2011.

- o MS-Zambia, together with ZCSD, secured funding from the EC to undertake a project to empower CSOs to engage in policy advocacy work. The CASE project, which runs from 2009-2013 has the specific aim of strengthening sustainable civil society networks in four provinces and eight target districts, through capacity-building and institutional support, in order for civil society to effectively advocate for an accountable local government and the implementation of the National Decentralisation Policy

- **Policy Advocacy**:
  - o At a local level, partners have successfully engaged in policy advocacy work and demanding accountability for local funds and programmes such as the Constituency Development Fund, the Fertiliser Support Programme and road infrastructures. This work saw an improvement in citizens access to services that include health, agricultural input support, market and road infrastructure.
  - o At the national level, MS-Zambia and its partners have been actively engaged in the formulation and implementation phases of Zambia's National Development Strategies. CSPR led the process of gathering civil society inputs into both the Fifth National Development Plan (FNDP) in 2006 and the Sixth National Development Plan (2009-10). On both occasions, CSPR coordinated the production of a 'shadow' national development plan setting out the priorities for poverty reduction. During the implementation of the FNDP, MS-Zambia's partners (including CSPR, ZCSD, Saccord) have monitored the implementation of the FNDP in the education, health, agriculture, water, gender and HIV and AIDS sectors. CSPR also conducted and produced a mid-term evaluation of the FNDP in the same sectors in 10 districts.
  - o MS-Zambia's partners have actively engaged in national policy debates around the draft national land policy, aid effectiveness, constitutional reforms and the new NGO Act. One partner – ZCSD - was supported to mobilise civil society to lobby government and parliamentarians on the restrictive nature of the proposed NGO Bill. The Bill was passed but the new NGO Act has yet to be implemented. NGOs in Zambia are demanding for

self regulation to guarantee the freedoms of assembly and expression which are key in their work to monitor social economic, cultural problems.

o See point above on Decentralisation Policy advocacy work.

o MS-Zambia supported the linking up of DFAs with the national level Farmer Organisation Support Programme (FOSUP), also an MS-Zambia national strategic partner, to lobby for improved agriculture policies, infrastructure and services. DFAs have also worked with the Zambia National Farmers Union (ZNFU), for the government to prioritise irrigation in national budgets to ensure that the small-scale farmers produce throughout the year.

- **Public resource tracking**:
  o For the past five years, partners have been engaged in budget tracking activities on the national, local budgets and other funds (Constituency Development Fund, Fertilizer Support Programme, local levies etc). CSO pressure on governance institutions is contributing to a more rigorous and accountable approach to the use of public resources. This assertion is based on the reports from many districts on the transparency of the use of public finances. CSPR, a strategic partner, conducted government budget tracking in education, health, agriculture, water, gender and HIV and AIDS in 10 districts in Luapula, Eastern, Southern and North Western provinces during 2008-9. Initial indications show that this is yielding some results as government has started displaying principles of accountability and transparency in the manner governement business in being conducted in the sectors monitored. Another example is monitoring that has happened on the implementation of government initiated programmes such as the Fertiliser Support Programme in 2009, the result of which was that the benefits were reported to have succesfully reached more intended targets. Similarly, Constituency Development Funds, in 2009, were reported to have been spent on programmes that are responsive to community members' priorities, namely the construction of infrastracture like feeder roads, rurual clinics and markets.

  o AZIEA – one MS-Zambia partner - in Kitwe engaged in mobilising market traders to track the expenditure of market levies collected from them by local authorities. AZIEA

produced a survey of its levy tracking activities and held forums with local government leaders in Mansa and Lusaka. In Mansa, AZIEA held community meetings, printed, information materials and organised boycotts to pressure on local government in Mansa.

- **<u>Networking and strengthening civil society organisations</u>**:
  - o At a national level, MS-Zambia has supported umbrella organisations (mainly based in Lusaka) who work to represent their members in local, national and international policy debates such as those around the Paris Declaration on Aid Effectiveness. Support to strategic partners such as CSPR, ZCSD and FOSUP has aimed to strengthen horizontal and vertical networking and collaborations by CSO. CSPR has been taking a leading role in coordinating CSO engagement around the national development plans. FOSUP has been supported to network DFAs and strengthen their advocacy on food security and agriculture policy and support services at national level. ZCSD has been supported to coordinate with other umbrella organisations to respond to government policies and laws regulating the CSO operating environment.

- o To compliment broader support to national networking. Since 2006, MS-Zambia has supported local level organisations – including District Farmers', Land and Women's Associations - to represent the interests and rights of their members. The work to support these local level CSOs continues and has evolved into strengthening now well-established community groups to engage in policy advocacy in local government structures. DFAs have become visible and recognised by district authorities and participate in District Development Coordinating Committees (DDCCs) and District Agriculture Committees (DACs). Some DFAs even participate in Provincial Development Coordinating Committees (PDCC). DFAs have increased dialogue with district authorities and traditional chiefs, to ensure land security and improved government services for small-scale farmers especially women. Through the DFA out-reach programmes in zones, DFAs have enhanced the awareness and participation of their members in demanding improved agricultural services and land security, the result of which has been increase food security and incomes. Recent successes include Chipata District Farmers' Association has developed its effectiveness in monitoring small-scale farmers' access to agricultural services at the local level. This, in turn, has been used as evidence in their engagement with local officials on improving the coverage of agricultural services.
- o MS-Zambia has implemented a range of capacity development activities for a number of partners which has increased their organisational effectiveness. The programme strengthened the technical capacities of partners on decentralization and human rights by developing and providing tools such as advocacy materials and training manuals developed in the Knowledge and Strategy Teams (established in 2008). In 2009 the tools were rolled out to partners in the field. Other support from MS-Zambia includes support on monitoring and evaluation and financial management.

Land Rights

- MS Zambia has since 2007 supported its partners under the Land Rights Thematic area, to conduct intenstive mass sensitisation on the importance of land tenure security; transparent, predictable and accountable land adminstrative systems and gender equality in land

management. Communities in general,are more aware of the issues around customary land administration. Establishment of local-level structures such as land allocation committees, land advocay committees, and inter-institutional committees is a direct result of the initiative. Partners are advocating for some form of documentation at village or chiefdom level which will show ownership of a land parcel. As long as this is recognised at that level, it will give some degree of tenure security to the holders of such documents.

- At national level Zambia Land Alliance, working with its partners, has championed the process of reviewing current land policy and land laws and made informed submission of proposals to the National Constitutional Conference (NCC) for consideration.

- Women and Land Rights Project is designed to test innovative ideas in changing traditional and cultural practices which disadvantage women with respect to access to, ownership of and control over productive resources. Further the project strives to foster change of attitude of traditional leaders and men folk towards women's rights to land. Traditional leaders who embrace the project ideals will be used as change agents (drivers of change) to further the project activities. The three-year pilot project is being implemented in three provinces and two districts per a province. Implementation started in September 2009.

- In terms of results so far, more people are aware on the importance of having a transparent and accountable customary land administration which respects land rights of the citizenry. More people are demanding their land rights. Where these are violated, they are keen to seek redress. Some chiefs are issuing customary land certificates or have established land registers when each land parcel is identified with the owner. Both these confer some sense of tenure security.

About 90% of proposals made by ZLA to the NCC have been adopted. If this will be the situation when the final constitution is approved, then land reform in Zambia will have taken a big leap to having a pro-poor land policy.

8. Challenges

- A major challenge when working on governance issues in Zambia is dealing with informal as well as formal processes. Much of the programme is focused on the formal procedures and structures but do not address the informal way in which power is held and decisions are

made in Zambia. This is not only the power stakeholders outside the government have – e.g. multi-national companies or international donors etc, but also relates to the informal way of 'doing business' within official governance structures. While everyone is familiar with these 'informal' ways of working and the outcomes are clearly evident (e.g. who is successful in their political career is directly related to how supportive s/he is to the President or how Ministers benefit from business decisions especially around the privatisation of companies etc), this reality has yet to be translated into governance programming. How to respond to the 'real' way power is held in Zambia is something that MS-Zambia and ActionAid Zambia needs to address in the coming years.

- The issue of political will remains a barrier for many partners. At the national level, it is evident in the lack of implementation of key policies that could reduce poverty. Representatives of central and local governments at all level have shown resistance to the efforts and works of the partner organisations in various ways. For instance, failure to attend meetings, failure to commit to changes, failure to provide resources, unwillingness to provide information (e.g. about how much levies have been collected and how they have been utilised), and unwillingness to make audited reports public.

- The new NGO Act which was assented to by the President in 2009. The act is not yet operational because operational instruments are not yet developed. Divisions and un-unified civil society activities weaken advocacy activities. The experience of the recent advocacy work around the NGO Bill (now the NGO Act) demonstrates that when there are divisions and negative competition within civil society, it weakens the position and strength of any advocacy campaign. It is hoped that MS-Zambia's support in 2010 to the NGO Insaka and a newly emerging Decentralisation Platform, it will be possible to unite civil society voices and improve the impact of the advocacy work at national level.

- As we head towards elections next year the government has become less tolerant to the views of NGOs on the national governance process and they are capable of utilising the NGO Act arbitrary to punish the vocal NGOs as the case is now with SACCORD one of MS-Zambia partner organisations

- The lack of immediate tangible benefits of the BLD programme poses a challenge with implementation especially in the districts where there

are other organisations engaging in service delivery or relief activities to communities. Community members would rather attend the meetings of such organizations than those of MS-Zambia partners whose programme does not offer immediate tangible benefits. There is need therefore to design effective advocacy campaigns yielding tangible results in the short term.

- Even though ADCs do exist in the programme target districts and the programme intends to benefit from these structures as a means to foster community participation in the programme, lack of a legal framework for these sub district structures, makes it difficult for government line ministries and other development agents to co-operate with ADCs or even to take them serious. This ultimately results in ADCs not being as effective as they could be.

- Sensitization programmes should not only take a form of community meetings – there is real workshop fatigue in Zambia! But different forms such as drama and radio programmes should be used that convey the messages in new and exciting ways.

- Despite MS encouragement, the link between district and national CSO lobby efforts are under prioritised, under resourced and under-utilised by partners. More needs to be done to promote coordination. Related to this point, there are also problems with umbrella organisations when they assume an identity as a separate organisation and compete for leadership and resources with their members. There are also issues concerning networks' links to members, their internal governance processes which undermines the credibility of their activities etc. There are also problems with umbrella organisations when they compete for leadership and also when their links to members is weak, governance processes / weaknesses- derail process, staff turnover in partner organisations is another challenge

- Most MS-Zambia partners are still in the developmental phase, with capacity weaknesses in terms of human, material and financial resources. However, all MS-Zambia's partners have the will to deliver and the continued support from MS-Zambia is beginning to show results in strengthened capacity.Capacity of partners to deliver quality service to their members. This comes about because of shortage of human resource, lack of requisite skills as well as non-prioritisation of activities. Inadequate human capacity remains the biggest internal challenge for effective implementation of projects and activities. Most

CSOs are small and do not have firm long-term financial support to enable them recruit more staff.

- Having insufficient funding for governance work is a problem for all partners. MS-Zambia has worked with partners to rationalise the number of objectives and specific outputs they should focus on in their work plans in order to maximise impact. Through this process, MS-Zambia has found that simple projects that focused on specific issues pertinent in specific communities are make BLD approaches more effective.

- A challenge when working through a partnership approach is that most CSOs at local level are institutionally weak. Therefore, a key area of work needs to be supporting these organisations and building their capacity for them to effectively engage given the limitation in partnership portfolio funding

9. Good practices
Building Local Democracy
In Kamona Village (in Eastern Province), Community Youth Concern (a MS-Zambia partner) conducted Civic Youth Education Training to encourage young people to become more aware of their rights and responsibilities. This is done through raising and creating awareness, capacity building and dialogues with the community. The partner also works to involve traditional leaders and create links with other relevant stakeholders. This training really started to see results when the community realised that they could do something about an incomplete health centre. Construction of the health centre had started 4 years previously but had stalled and was never completed. The community went to see CYC as they had worked with them on citizen participation.

The first advice the delegation received at CYC, was to establish whether the community was still interested in having the health centre completed. A questionnaire was designed and distributed. The results showed that the residents of Kamono still wanted the centre. Because when you are living a 2 hour trip from Nyimba down a dirt track with hardly any transport, it's a long way to go to get medical attention. And even if the newly completed health centre will not have a permanent nurse stationed, there are many other advantages. It provides a place for the resident community health worker to

keep the medicines in a safe place and it will make it easier for people to find him.

CYC helped the Health Committee apply for community development funds from the Constituency Development Fund (CDF). With proper documentation of the need and pictures of the half finished building, it only took 2 months to get the application approved. From there it was just a question of notifying the District Planning Office, who told the committee to get quotes for the construction. The District Planning Office then chooses contractors and a mere 3 months later, the building was finally finished.

CYC played a major role in strengthening and encouraging the democratic rights of everybody to pursue their issues. As a result of their rights training, the villagers of Kamono took the initiative to push the Government to complete their Health Clinic.

Land Rights
In Gwembe District, Southern Province, at village level, land allocation is transparent and is through an elected committee comprising 4 headpersons and 3 women. An applicant would approach a committee which, if satisfied would recommend the applicant to the chief's council for land allocation. Before finally allocating land to anyone, the chief's council must satisfy itself that the land in question does not encroach on some other persons' land rights; thus in effect, recognising and protecting rights of earlier settlers/indigenous individuals. The chief's council is comprised of 18 senior headpersons 3 of which are women. Inclusion of women in land administration structure is a positive development and needs to be supported. Creation of land allocation committees is gaining momentum throughout the districts MS partners are working in and communities see this as a step in the right direction of having transparent, predictable and accountable customary land administration. Complimentary innovation is the creation of village land registers which document land parcel ownership within the jurisdiction of a village.

Proof of ownership of land under customary tenure is usually not documented. In the current situation where competing demands for land is ever increasing, cases of displacements/evictions are on the rise. To ensure security of tenure of customary land parcels, some traditional leaders are issuing "customary land certificates" to individuals owning land parcels in their jurisdiction. Although such documents give 'false' sense of security as

they do not have legal recognition in the court of law, nonetheless they are a step in the right direction in that wider usage may entice the House of Chiefs to adopt the practice. In turn, this may convince government to recognize them. Establishment of inter-institutional land committee between government departments and local civil sociey organisation has improved coordination of the various community interventions on land rights, openness and accountabilty in the processes of land administration Mansa District. In a way this is like a double sword: by coordinating the activities of interested parties in customary land administration, some violations in people's land rights are avoided; but where these occur, victims know where to take their complaints to. The citizenry are no longer afraid to seek redress report if and when their land rights are violated.

Some chiefs are no longer giving too much land without due considerations of future land needs of their subjects. This is done through consultations with the communities or through lands committees. As a group they examine each application thoroughly and only allocte what they deem to be the apppropriate size of land parcel. By consulting their subjjects, chiefs have shown that they re concerned with the well-being of their people. Furthermore this is a step towards transparent customary land administration practice.

10. Lessons learned

- MS-Zambia partners need to see the process of building local democracy as a continuum from the conscientisation of citizens so that they are able to critically assess their situation and determine what changes they need or want, to mobilisation of community groups, to active participation in local governance processes. All too often, political empowerment is seen as being a one-off exercise (usually a workshop!) rather than a process that can take years to really establish in a community.

- Owing to the difficulty experienced by partner organisations in reaching out to the ordinary citizens (caused by, among other factors, high illiteracy levels among rural and poor communities) there is need to focus on the improvement of mobilisation strategies and raising awareness among the communities in which our partners work. This will include raising literacy levels, scaling up efforts to translate guidelines and policies in local languages

etc. Also, awareness raising programmes should not only take a form of community meetings, but different forms such as drama and radio programmes in order to grasp the attention of community members.

- Negotiated development at the local level focused on local pressing issues unique in a district or community not only produced improved livelihood outcomes but also inspires people to actively engage in community issues and improve their own, and their neighbours, situations.

- ADCs as sub district structures for community participation have the potential to be used as springboards for preparation of political leaders that are well versed in issues affecting their local communities. A number of people who have actively participated in and/or taken leadership roles in ADCs have at some point shown ambitions to represent their communities as councillors or even as members of parliament

- Monitoring of local taxes such as market levies and local funds such as CDF proved more effective than larger budgets and has demonsrated what building local democracy looks like in practise. Budget tracking work can be particularly innovative if the full budget cycle is looked at – from resource mobilisation to expenditure.

- Continual work on one issue will bring about change. The gender concept is increasingly being appreciated in the community. In Luapula in Eastern province, Chiefs are accepting women in leadership structures where previously it was unheard of for women and men to share the same sitting arrangement, let alone the same seats during community meetings. It was a culturally accepted norm for a women to sit on the floor/ground during community meetings while the men sat on chairs looking down upon the women. This in itself caused women to have a "defeated" attitude and hindered their effective participation, resulting in men always dominating such meetings. This senario however is now slowly changing. Right now it is common to see men and women mixed under the same sitting arrangements and eventually the full participation of women in such meetings is being ensured.

- Changing age-long traditions, customs and cultural attitudes on customary land tenure is a painfully slow process. It will take time;

but there some signs that one day this will be achieved. Research on options is being down through the land rights advisor and ZLA

- Lack of minimum guidelines on customary land administration means that each chiefdom is at liberty to do whatever he/she likes.

- Capacity building of partners on thematic and organisational issues has proved useful and should be continued especially that advocacy requires long term engaged backed by right capacities. However, the some results of MS-Zambia capacity building of partners is also challenged by high levels of staff turnover, in most cases every year MS-Zambia has to repeat the capacity building implemented in previous years.

Having a strong learning, information and communication within MS-Zambia is very important. The regular meetings between partners have enabled lessons, challenges and best practices to be shared between partners. Similarly, the Knowledge and Strategy Teams have managed to support partner activities by providing additional support in terms of research, manuals and communication tools. Finally, having regular information outputs (i.e. the Newsletter) has been a mechanism to ensure key policy and practical issues are shared with all members.

11. AA country governance organizational structure, platform and resources

MS-Zambia will be merging with ActionAid Zambia on the 1st July 2010. ActionAid Zambia is a relatively new country programme and, as yet, does not have a portfolio of governance work. However, with the integration of MS-Zambia's work (as detailed above), ActionAid Zambia will be able to build on and expand the governance programme. The Head of Policy and Governance will lead the governance programme and will be supported by three Programme Officers (two on BLD and one on Land Rights). Two Thematic Advisors (one on BLD and one on Land Rights) and some Inspirators identified will also support the governance work both by local and national partners.

12. Organizational capacity

MS-Zambia relies on partners to undertake projects and activities. MS-Zambia inputs in the process of determining what activities should be

implemented in a particular year through annual work plan review and approval. MS-Zambia has been impressing on partners to focus their activities for them to have meaningful impact, there have been a great improved in 2009 and the results have been visible. However more partners have to further focus their interventions and improve the strategic aspect of their interventions as many are still implementing too many activities which results in spreading efforts too thinly and not delivering quality services.

Prior to 2008, MS Zambia work focused on three areas namely democracy and governance at local level, agriculture management at community level and community-based natural resource management. Since then MS Zambia has reorganised its activities around two thematic areas: building local democracy (BLD) and land rights (LR). 70% of resources are for BLD activities while LR accounts for 30%. This shift also coincides with the change of technical assistance personnel from development workers to demand driven advisors and Inspirators. The former were placed at partner organisations to work on various activities; advisors on the other hand are based at MS offices but service principal partners and others. There main role is to provide technical guidance and not to actual do the work. This is a challenge given that most CSOs do not have adequate human resource capacity. What they need is a person to work on some activities and not to advise on how to do whatever. The merger with AAI is another short-term challenge. While BLD will be maintained as such, LR will be under Food Rights. The impact of the merger on the way MS used to do business will only be known some months after the merger effective date on July 1.

13. Financial resources

MS Budget for 2008 (in Danish Kroner):
Building Local Democracy: DKK 4,935,361
Land Rights: DKK 818,782

MS Budget for 2009 (in Danish Kroner):
Building Local Democracy: DKK 3,129,322
Land Rights: DKK 610,689

EC Funded Civil Society Advocacy, Sensitisation and Empowerment (CASE) project (in Euros)
CASE Project 2009-2013: €755,824.30

DANIDA funded Women and Land Rights Project (in Danish Kroner)
W&LR Project 2009-2012: DKK 5,513,163

14. Recommendations

The governance programme in Zambia will focus on strengthening the focus and impact of specific best practises already developed in the programme including:

- tracking of local funds and key services;
- demanding local governance structures - including traditional ones - ensure transparency and equitable access to services;
- narrowing the focus on national policy advocacy issues;
- strengthening strategies to demand reform or implementation of key policies e.g focusing on strengthening customary land administration and customary land rights;
- advocating for practises that are inclusive land policies;
- advocacy on key policies including aspects of decentralisation policy such as sector devolution, the youth policy, gender policy and land rights; and
- improving the access of women to leadership structures in traditional areas.

As MS-Zambia merges with ActionAid Zambia, there will be a lot of potential to develop our governance programme. While there are new areas that may be explored, it is likely that the main strategies currently being followed in our governance programme will continue in the future. Under ActionAid Zambia's Right to a Just and Democratic Governance theme, there will be a focus on supporting and advocating for people centred decentralisation and on supporting local people to participate in policy decision-making processes and actively monitor policy implementation. Both these areas fit very well with our existing experience under the Building Local Democracy. Similarly, the Land Rights work will be a key aspect of all the focus areas under the Food Rights theme. While there is a need to have specific governance interventions, there is also a commitment going forward that governance will also be a lens through which all ActionAid's themes will be viewed – from Women's Rights to the Right to Education.

Annex 9. Country's Case Studies Reports

Kenya Case Study Report

1. Introduction:

Characteristics of poverty: Nearly half of all Kenyans are living below the poverty line (with a national average of 45.9%, and 49.1% in rural areas). Kenya is also one of the most unequal countries in the world with the richest 10% controlling nearly 40% of the national income. The share of income or consumption by the poorest 10% is a meager 2.5%.   A recent Kenya Integrated Household Budget Survey (2005/06) shows that income disparities in the rural areas have on average gone down since 1997, while the disparities in the urban areas have increased. It is estimated that urban poverty is on the rise, with around 2.46 million poor people currently living in urban areas. About a quarter of them (25%) live in Nairobi City which also hosts one of the continent's largest slums (Kibera) with an estimated 800,000 residents. Although the national poverty average has gone down compared to the 1990s, regional and intra-regional differences have increased. Overall, rural poverty in Central region were at 30.4%, in the Coast region 69.7%, Eastern 50.9%, in North Eastern 73.9% in Nyanza 47.6%, in Rift Valley 49% and in Western 52.2%. However, in the poorest two districts in Kenya – Turkana district and Marsabit district – more than 90% of the rural population lives in absolute poverty (94.9 and 91.9% respectively), with the least poor district at 11.6%.

While the Kenyan economic growth declined from 4.5% in 2001 to an unprecedented low of 0.6% in 2002, it has maintained a steady growth from 2003 (3%), through to 2004 (4.9%) and 2005 (5.8%). Around 80% of the poor live in rural areas, but the number of urban poor is also rising. In fact, most social indicators show a deteriorating trend, and unemployment is widespread. Kenyans in the age bracket of 30 years and below constitute about 75% of the country's population. The youth in Kenya, (defined as those between 15-30 years), account for 32% of the population, and form 60% of the total labour force. Of these, 51.7 % are female. A majority of the youth have however not been absorbed to the job market, and youth represent 70% of those unemployed. Of these, 90% have no vocational or

professional skills. Youth crime is also on the rise, with over 50% of all convicted criminals aged between 16 and 25 years.

Poor households are more frequently headed by women than men. Women are also disproportionately affected by unemployment. For the age group 20-24 years, there were 274,000 unemployed women compared with 73,000 men in urban areas in 2004. Participation of women in modern sector employment has risen progressively from 26.2% in 1995 to 29.6% in 2004. However, this figure can still be considered as being low. Some 80% of the population depends on agriculture, but less than 17% of the country's landmass is arable land. The rest is arid or semi-arid land used for livestock keeping. According to the 1999 population census, poverty afflicts proportionately more women than men. Women provide 70% of agricultural labour and 80% of the food produced, but their share of registered land is only 5%.

Structural causes of poverty: Identified causes of poverty include: (i) inefficient and unjust practices in public resource allocation and management, (ii) the low economic growth for most of the 1990's, with a decline in notably the agricultural sectors, (iii) the high level of unemployment and underemployment, (iv) grand and small-scale corruption resulting in poor infrastructure and deteriorating basic social services, (v) the lack of justice and rule of law, and (vi) landlessness due to high population growth, poor land tenure systems and conflicts over land resources. In addition, the World Bank estimates that the burden of disease (mainly AIDS and malaria) results in a reduced potential labour force and that the recent increase in mortality has reduced Kenya's growth by 0.7%. Women are particularly affected by HIV/AIDS in terms of prevalence and mitigation, and in most Kenyan communities women cannot own land and this affects their access to other productive assets such as credit. The inequitable allocation of resources to certain areas and sectors of society has also spawned systemic marginalisation and discrimination, which further affects vulnerable groups disproportionately and has been a triggering factor in violent clashes and conflicts. The marginalisation by both colonial and successive independent regimes of Kenya of the upper eastern region where MS is working is both legal and economic. Until mid 80's the three districts Marsabit, Isiolo and Mukogodo in Laikipia were categorised as closed districts and residents from there issued with special identification cards to access services from the state. Economically, the Sessional Paper No. 10 of 1965 which defined the economic paradigm until 1986 focused exclusively

on the high yield agricultural areas and excluded the drier eastern region from being a priority. Consequently, competition over scarce resources has led to conflicts as the poor within the region are further marginalised. State response has often been tokenistic especially in times of crisis. Conflicts in this region are further exacerbated by cross border incursions from Somalia and Ethiopia. Frequent cattle raids and killings have reduced the residents to perpetual recipients of relief food.

2. Country governance strategy

Theme: Building Local Democracy - subcomponents: Holding Loval Government Accountable & Political Empowerment of Citizens

(i) Holding local government accountable

Immediate Objective 1: Local authorities are increasingly responsive (especially in the areas of health, water and education) in 8 districts by 2012, reflecting in particular the priorities of women and youth

Indicators:
(i) 20% increase in citizen involvement in priority setting in LASDAP and in budgetary sectoral hearings of line ministries from target districts, broken down by gender and age
(ii) 10% Increase in pro-poor and gender sensitive expenditure by local authorities and line ministries in targeted districts

Immediate Objective 2: Gender equity in the allocation and use of LATF and line ministries funds at local levels for health, water and education services in the 8 focus districts by 2012

Indicators:
(i) 20% increase in the no. of women participating in consultations about the use of devolved funds
(ii) 10% increase in women among service users for health, water and education services

(ii) Political empowerment of citizens

Immediate Objective 1:

Empowered (informed and participative) citizens claiming their political, economic and social rights in 8 districts by 2012

Indicators:
(i) 50% increase in level of awareness on rights and responsibilities of citizens among target group
(ii) Recorded increase in number of citizens and citizen groups participating in local governance structures (including devolved funds) in the target districts
(iii) 10% increase in citizen demands and claims for redress from local authorities and devolved funds
(iv) 50% increase in knowledge about positive gender laws (e.g. Sexual Offences Act) among target group

'20 % Innovative' Development Objective related to BLD:
Citizen benefit from a more democratic and less corrupt Constituency Development Fund (CDF) by 2012

Theme: Anti-corruption

Development Objective

Poor people can better afford existing public services in 4 districts by 2012

Indicators:
(i) Recorded decrease in the actual costs for services (reduced unofficial fees/bribes)

Immediate Objective 1: Zero tolerance to corruption in social service provision (health, water and education services) among citizens in 4 districts by 2012

Indicators:
(i) 20% increase in number of citizens reporting incidences of corruption
(ii) 50 % increase in people who think that fighting corruption is also their own responsibility, among the target group

Immediate Objective 2: By 2012, national policies and campaigns to fight corruption are reflective of young people's values against petty corruption in local service delivery

Indicators:
(i) One or more national campaigns and advocacy initiatives incorporate aspects of petty corruption in services affecting youth;
(ii) One or more national policy documents make specific reference to views of young people

3. Implementation and work areas

BLD Immediate Objective 1:
- Councillors and local authority chief officers and community reps trained on local authorities budgeting process and role of by laws in 6 districts
- Councillors and citizens now discuss priority plans in a friendly atmosphere than before
- Opening of communication between fund managers and community
- Citizen more proactive and are now raising issues concerning managements of funds
- More transparency in mgt of funds
- Local authorities are slowly becoming responsive to local priorities but still wanting
- Priorities of women and youth only addressed by default and not purposively
- Tools for monitoring LATF and decentralized funds revised
- TOTs in 8 districts trained to use the tools
- Partners have localised the tools for regular data collection
- TOTs trained monitors who are deployed to track use of LATF and other decentralized funds.
- dialogue & sensitization meeting with fund managers and community held.
- stakeholder meetings held on how to use the monitoring tool and the data it generates
- Quarterly meeting to discuss and coordinate the monitoring held in 4 districts
- Effective use of the tools, has generated more debate on the allocation of the funds and citizens raise questions to leaders.
- The data generated are being used to engage with local authority officials in public accountability for a

- 8 ward oversight committees of 10 people set up Nairobi West district.
- 20 partner TOTs trained on monitoring of LASDAP process
- Communities mobilized to participate in LASDAP process in 30 wards
- 29 Community budget trainings conducted in 4 districts
- 714 community members & 50 groups trained on local authorities budgeting
- 41 awareness meeting was held at district level on LASDAP budgeting and participation in LA-budget reading day
- Manual developed for training of communities on devolved funds
- Citizens now turn up in large numbers to discuss devolved funds at all levels.
- Community members able to attend the local authority budget day hence able to question use of allocated funds.
- Demand for specificity of the budgets allocated.
- Increased number of community members engaging in the LASDAP process and questioning transparent in the process
- Increased confidence in TOTs on the knowledge of devolved funds

BLD Immediate Objective 2:
- Gender issues in relation to participation and decision making addressed in 3 provincial trainings and Nairobi west district.
- 300 women and fund officials in 1 district trained on gender responsive budgeting.
- Gender issues mainstreamed in devolved funds training manual
- 32 Radio listening sessions for women groups
- Women participation in LASDAP meetings have increased by more than 50%
- Increased access to information on devolved funds
- Community Plans yet to be seen in gender lenses
- Monitoring tools developed captures gender aspects in relation to participation and decision making
- 80 monitors trained on the tool
- Quarterly feedback sessions to capture progress made in gender responsiveness in the devolved funds
- Gender sensitization has not translated into gender focused planning.

- Some fund managers are sensitive to community needs and questions raised by the public.
- 32 Radio listening sessions with 16 women group held on local devolved funds and services.
- 20 public discussions were held on national and local FM stations.
- 8 bill boards with messages in local languages erected at strategic points in each district.
- 41 community resource persons were trained to facilitate radio listening groups.
- More information is still needed owing to variety of service delivery funds.

BLD Immediate Objective 3:
- 31 TOTs trained on civic education
- 17 community groups and 5 councillors trained on civic education
- I CDF committee trained on their role
- Awareness creation on devolved funds carried out in 8 districts
- 30 residence forums (225 in total) conducted by paralegals
- 6 Paralegal resource desk established to increase access to advisory services
- 500 IEC materials developed and publicised
- 8 school committees trained on governance
- Citizens education has threatened leaders who are now also demanding for education on civic rights and responsibilities
- Cases of sexual violations are being reported and taken to court
- Projects related to water and health which had stalled are now being reactivated.
- More Women now attending LASDAP process and budget hearing.
- Citizens have increased demand for accountability
- 80 Paralegals trained
- Legal aid clinics to advise community members on issues requiring redress
- In 1 district advisory centre (with paralegals) with M&E materials has been established
- 72 community groups reached with civic education messages
- Community members have a point of reference through paralegals to demand that cases of violation be redressed

- Self mobilization for action evidenced in Suba and Isiolo to redress violation of rights.
- 7 cases on child abuse, 6 assault, 14 land dispute, 3 rape cases handled and 40% referred to the relevant authorities others resolved through 23 mediation sessions
- Communities have become more of watchdogs and gatekeepers on the funds allocated to the local authority.
- Simplified version of sexual offences Act developed and in use in one district
- 99 forums held to disseminate the contents of the sexual offences Act.
- 2 attempted rape cases filed in court
- One rape case sentenced to 25 years in jail.

BLD '20 % Innovative' Development Objective

Citizen benefit from a more democratic and less corrupt Constituency Development Fund (CDF) by 2012
- Research on the devolved funds effectiveness conducted with multi stakeholders
- SPAN has influenced the larger reforms debate on devolution in the country through researched presentations to policy makers
- CDF act review taskforce formed by the state
- awareness raising and social audit of CDF projects was on-going in all the 8 districts
- 1 video documentary and more than 20 media publicity held
- In-depth audit of the CDF act done and presented proposals for improvement to the review committee
- Government set to revise the CDF act after collecting public views
- SPAN has partnership agreement with CDF board to sensitize the public on their role and responsibility
- National debates around CDF now more constructive
- Participation in CDF review taskforce in 8 districts
- Collection of views from public on CDF Act
- Presentation of paper on CDF Act to CDF Task Force
- Mobilization of public to participate in public hearing during CDF review Task force meeting
- Community came out in large numbers to give views to the taskforce for review the CDF Act.

- Stiffer penalties recommended for mismanagement of CDF.
- More than 20 media debate held on devolved funds
- SPAN has developed and implemented media strategy to educate the public on the CDF act

AC IMMEDIATE OBJECTIVE 1

- SMS interface completed and tested
- 119 youths from 4 districts trained on how to use the SMS interface
- Developed AC toolkit printed 500 copies and disseminated to 3 districts; Siaya, Kibera and Pumwani
- Education community 200 score cards printed and disseminated in the 4 districts
- Score cards being used in Isiolo, Pumwani and Kibera
- Trained the youth on how to use the community score cards
- More youth reported cases of corruption through SMS interface especially from Siaya and Nairobi West Districts.
- Received more than 200 messages of which 60 were credible and majority of them were from Siaya.
- There was delay in the development of toolkit and score card
- A total of 312 change agents trained on AC
- Theatre groups established and actively engaged in the campaign against corruption in the 4 districts
- Anticorruption Youth rallies involving over 250 youths were held in Pumwani and Kibera.
- Youth perception on petty corruption seminars held in the 4 districts
- Change Agents in Pumwani reported more than 5 cases of graft in local schools to the police. No action was taken. The AC Coalition comprising of community based organisations and activists is expected to take up these cases once it is fully established.
- More Youths are coming out as volunteers in the fight against corruption within their community.
- Community groups are increasingly holding officials within the health, education and water sectors to account for the resources channelled through their offices by the government. For example, a Clinical Officer in Isiolo involved in stealing of drugs in a local health unit, has been exposed by the community Change Agents.
- In Kibera, the Community demanded for greater accountability in the disbursement of Bursery Fund funds.

- In Kibera, the community has been able to resist paying additional illegal fees for tuition in primary schools.
- In Siaya, a headmaster in one of the primary schools was arrested after the community discovered that school funds had been misappropriated.
- Partners mobilized youth for perception meetings. Information from the meetings will be used for national advocacy next year

4. Approaches

<u>BUILDING LOCAL DEMOCRACY</u>
(i) Local Accountability

Approaches: The approaches in this sub-theme focus on stimulating and supporting effective local advocacy - particularly stimulating and supporting coalition watchdog and advocacy activities at the local level, including women and youth coalitions; stimulating participatory forums with local authorities around LATF funds and users-committees for monitoring the use of local line ministry resources in the areas of health, water and education services; and strengthening functional collaboration between local coalitions and national levels for awareness and public debate on decentralization reform.

Assumptions and risks: It is assumed that sufficient funds are channeled to social services at the local/districts level under the current trend of fiscal decentralization. It will be important for Kenya to monitor closely the extent to which advocacy and participatory efforts by the CSOs are reflective of the priorities of the poor to generate the desired response for good governance. The existence of appropriate and accessible national and/or international networks and movements willing to include grassroots issues in their knowledge sharing and advocacy work is therefore assumed.

The greater attention to local accountability may threaten established political and economic interests and elites, and lead to concerted and organized resistance and opposition to the programme activities. To mitigate against these risks, MS grassroots partners may need to marshal support outside their localities to enhance their power and influence. Capacity building programs should also therefore focus on forging closer links between local coalitions and national networks.

(ii) Political Empowerment

Approaches: The approach to empowering citizens seeks to make citizens effectively participate in local governance by knowing and claiming their social, political and economic rights, and influence local governance institutions accordingly. It will focus on instilling capabilities at the individual level and at the collective level to enable citizens organize and mobilize to take collective action to solve their problems. The two main strategies has been: (i) raising awareness on individual civic rights and responsibilities, and on the duties of local governance structures in relation to these rights. Information flows from local level institutions to citizens and from citizens to the local level institutions are critical for responsible citizenship and responsive and accountable governance. Informed citizens are better equipped to take advantage of opportunity, access services, exercise their rights, and hold state and non-state actors accountable. (ii) Civic action as a result of increased awareness about rights, where citizens ask for redress for rights violations. MS Kenya's long-standing work with community paralegal workers has been of importance in relation to promoting rights based approach to development under this theme.

ANTI CORRUPTION

Approaches : *The key approach has been empowerment of* individuals and organised groups to take part in the national fight against corruption, starting from an individual perspective, then linking that to services they use, with the overall objective of promoting a culture of zero tolerance to corruption – especially in relation to access and use of social services (water, health and education). This is a very different approach to some of the ongoing advocacy initiatives around grand and political corruption. The current and sometimes politically motivated and exclusive focus on corrupt high-level politicians and government officials means that most people don't realise that small unofficial fees, delayed public services, impossible access to public services without an intermediary etc., are also forms of corrupt practices in day-to-day life that they do not have to tolerate or accept.

Culture change is largely generational, which is also why young people will be the drivers of activities in this field. As mentioned above, MS's strategic approach would be value-driven, mobilising youth to take a public stand against petty corruption and to drive the agenda forward.

Information from the broad-based 'Youth Anti-Corruption Agenda' was developed through a consultative process, and publicised in the press and fed into ongoing national anti-corruption policy dialogues, e.g. in the context of GJLOS or the National Anti-Corruption Plan.

Collection of evidence and experiences around petty corruption and how it affects young people has also been built up during the course of implementing the programme, and will again be used through advocacy to focus on corrupt local systems and structures. MS, through its partners and DWs, will link and bring the grassroots perspective into these ongoing coalitions and civil society initiatives.

6. IGT support

IGT is part of the AAI structure and to that effect MS Kenya has not benefitted from IGT until early 2010 where it per 01.04.10 has been fully merged into AAI Kenya.

7. Projects and activities

Intended activities as per country program strategy – for more specific activity progress refer to item 3

1.1 An Effective monitoring system in place and utilized by MS partner organizations for tracking the allocation, management and use of LATF and line ministries funds at local levels

Key Activities:
(i)   Carrying out a baseline on local service delivery in health, water and education sectors including a) review of existing data (Kenya Integrated HH budget survey, UN Statistics, etc.), b) Conducting focus groups discussions – in particular with women and youth on perceptions of public services to fill data gaps, and c) Institutional reviews of local service providers

(ii) Setting up internal systems for gathering and storing data on local services access and use

(iii) Developing and institutionalizing a community-level user score-card monitoring system for water, education and health services in collaboration with all relevant district stakeholders

(iv) Ongoing feedback sessions between community & local authorities to share the results of the score card monitoring of the quality and user-friendliness of services in the areas of health, education and water

1.2 Citizens, and in particular women and youth, possess the capacities to carry out oversight of LATF and decentralized line ministry funds and to participate in their decision making structures.

Key Activities
 (i) Ongoing information exchange between CSOs and communities on local authorities and line ministries budgets, expenditure and procedures – especially in the areas of health, water and education services
 (ii) Establishing of 2 local committees per district to leverage influence and carry out an oversight role of local resource allocation and use
 (iii) Establishing procedures for participation by CSOs and citizens with special provisions for women and youth
 (iv) Supporting citizens, and especially women and youth, in making presentations to local authorities and line ministry funds
 (v) Lobbying for effective and gender/ age-balanced citizen representation

2.1 Engendered planning and budgeting of LASDAPs and decentralized line ministries funds
Key Activities:
(i) Training of grassroots partner organizations (in 8 districts) on gender sensitive planning, budgeting and tracking
(ii) Training of approx. 50 trainers community monitors/ per district from existing community groups (incl. women groups, youth groups etc.) with minimum 50% of them being women
(iii) Mobilising women to attend and participate in LASDAP and line ministries decentralized funds consultations
(iv) Supporting LASDAP gender action plans with measurable gender outcomes

2.2 Monitoring system in place (in partner organizations) for tracking gender responsiveness in local health, water and education services

Key Activities:

(i) Training of 150 community monitors per district on M&E of education, water and health services from a gender equity perspective

(ii) Ongoing collection and analysis of gender disaggregated data on water, education and health

(iii) Carrying out gender-sensitive budget tracking for health, education and water in LATF and line ministry funds

(iv) Organising 2 sensitization workshops per year per year (in year 1 2 and 5) with LAs and line ministry officials/committees on gender issues.

(V) Identifying 'gender champions' within local authorities and local line ministry fund committees that can be recognised as best practice models/counterparts in target districts

2.3 Gender equity aspects of local service delivery publicized at local and national levels

Key Activities:

(i) Producing targeted fact sheets and IEC materials on gender equity in local health, water and education services

(ii) Feeding information to publics in community and national radio

(iii) Using community notice boards to publicise findings and activities that promotes gender equity

3.1 Raised awareness on civic rights and responsibilities, and on the duties of local governance structures in relation to these rights

Key Activities:

(i)   Adapting and developing existing civic education materials and training manuals to local needs and knowledge gaps

(ii)   Training of 100 civic education facilitators per district

(iii)   Undertaking civic education targeted at 100 local community groups per district (in year 1, 2, 3) and especially women and youth in target districts

(iv)   Media initiatives (fact sheets, posters, drama, radio, theatre) relating to rights-based approaches to local service delivery and local governance

3.2 Citizens actively exercise their rights in relation to local governance, and ask for redress for rights violations

Key Activities:

(i) Support 2 paralegal advisory centres /desks per district to support spin off demands from civic awareness

(ii) Strengthen 3 paralegal networks to follow-up & exchange experiences on paralegal work in relation to rights violations

(iii) Supporting knowledge-sharing and networking by connecting local rights-based initiatives with national and international networks and alliances

3.3 Targeted civic education initiatives carried out around positive gender laws and advocacy for progressive gender regulations

(i) Simplifying, translating (into local languages) and disseminating the Sexual Offences Act to key stakeholders at the local level (women's groups, local policy makers, local service providers, CBOs, CSOs etc.)

(ii) Document paralegal experiences/cases on gender-based rights violations and use this to advocate for legal amendments and revisions of Acts.

(iii) Hold 2 workshop per district and one at the national level (n year 1-2 and 5) to address gender based violence and the Sexual Offences Act

1.1 A youth anticorruption tool-kit for use in outreach activities and an online interface (via website) developed on what corruption in public services is and how it affects youth

Key Activities:

(i) Partner sessions bringing together long-term and strategic partners with a youth focus to develop tool-kit

(ii) Development of information and training materials around petty corruption in public services and how it affects youth

(iii) Design activities and leadership roles for youth as change agents

(iv) Setting up an online interface via website that MS partners can use and where feedback from youth change agent will be posted

1.2 Youth in 2 rural districts (Siaya and Isiolo) and in 2 Nairobi slums (Pumwani and Kibera) act as change agents in the fight against local (petty) corruption

Key Activities:

(i) Identify and train 50 youth change agents per district in (year 1 and 2)

(ii) Hold 2 Youth mobilisation events per district using musical drama[8] and arts (e.g. mural paintings)

(ii) Follow-up discussion sessions in relation to each outreach/mobilisation events

(iii) Interactive SMS educational campaign on the theme of integrity launched where youth SMS in to participate, receive a number of statements and questions on their mobiles and can win a prize through their active participation (announced during National Anti-Corruption Week, See Obj. 2)

(iii) Local youth 'anti-corruption clubs' formed in 4 districts based on existing youth groups

2.1 Evidence on real costs of petty corruption in public service delivery and its effects on young people publicized and debated

Key Activities:

(i) Forming links to existing research institutions and initiatives to build up a body of evidence

(ii) Gathering of youth stories through ongoing youth activities in 4 districts and SMS campaign

(iii) Holding public discussions on how young people are affected by the 'culture of corruption' in local services, and their role to change it (based on evidence gathered)

(iv) Dissemination of findings from research and discussion fora

(v) Establishing links and feeding information around petty corruption to national anti-corruption networks and advocacy campaigns

(vi) Establishing links to national anti-corruption initiatives (e.g. in relation to public service reform, civilian oversight initiatives over local service delivery, anti-corruption reforms under GJLOS, lobbying efforts around amendments to the Public Officers Ethics Act etc.)

2.2 Values of zero tolerance for petty corruption in local service delivery popularized at national level

Key Activities:

(i) Organising (together with long-term and strategic partners) a yearly National Anti-corruption Awareness Week, with activities such as: music concerts, media initiatives, youth award to winner (e.g. of most innovative means of fighting petty corruption locally), awareness / advocacy around key themes emerging from research and consultations (see 2.1)

2.3 A broad-based 'Youth Anti-corruption Agenda' is formulated, publicized and fed into national policy processes

Key Activities:

(i) Youth consultations held in the 4 focus districts on priorities of youth in relation to the fight against local (petty) corruption

(ii) Youth organisations and groups mobilised and consulted in order to receive their inputs and backing for the agenda

(iii) Youth Anti-corruption Agenda/memoranda is published in the press and discussed in the media

(iv) Youth organisations attend national policy fora (around the National Anti-Corruption Plan, National Anti-Corruption Steering Committee, GJLOS Anti-corruption Thematic group etc) to feed agenda items into policy processes

11. AA country governance organizational structure, platform and resources

Before the merger into AAIK the MS Kenya governance programme organization can be described as below:

Programme organization: MS Kenya will engage with partners at the grassroots and national level as well as link up with strategic alliances (in line with MS Kenya intervention model, Section 8). At the grassroots level, in addition those existing partners who will be retained, new partnerships will be made with CSOs that are already engaging in governance and accountability at the local level, and especially CSOs involved in the initiative by UNDP on localization of MDGs. This will lead to results and impact in the short term, and also be more cost-effective in terms co-funding arrangements.

MS Kenya will be operating in three geographical clusters containing 8 focus districts. Two of the clusters cover mostly rural areas – the Western/Nyanza cluster and the Upper Eastern/Laikipia cluster, whereas the third geographical cluster focus on two Nairobi slum areas (Pumwani and Kibera slums). The geographical concentration corresponds to recent poverty statistics and trends of increasing urban poverty in the slums. The Nairobi slum activities will have two partners in two different slum areas, linked to two different districts in the Nairobi province. Each of the other clusters will have 6 implementing partners, 2 per district in 3 districts each. In the Western/Nyanza cluster, the focus districts are: Mumias, Suba and

Siaya. In the Upper Eastern/Laikipia cluster, the focus districts are: Laikipia, Isiolo and Marsabit. In Laikipia district, activities will focus on border areas to Isiolo where the pastoralist communities are. These areas are facing similar development and conflict challenges as the ones in Marsabit andiolo which are also pastoralist areas. The grouping of partners and focus districts into clusters will help in monitoring and in sharing of lessons and information among partners. It is also in line with the MS Kenya Country Programme Assessment carried out in 2005. Both geographic (between partners in the same geographical cluster) and thematic learning platforms will be held regularly among partners within the M&E framework of the CPS (see section 11 below).

Under each thematic programme a Core Competence Team, CCT, will be put in place. The aim of the CCT is to strengthen and professionalize the program implementation (develop capacity building/training programmes, toolkit, best practices etc) and to ensure effective learning processes (learning organization) takes place within each thematic programme. The CCT is closely linked to the intervention model in the sense that CCT aiming at securing clear vertical and horizontal linkages between and amongst MS partners at the grass root level and national partners as well as to the CO. The core competence teams will comprise of partners, DW and the responsible MS programme officer. Strategic alliances will be a part of the CCT on ad hoc.

Annex 10. Country's Case Studies Reports

Zimbabwe Case Study Report

1. Introduction:

Zimbabwe has experienced negative economic growth rates over the past 10 years. The Real Gross Domestic growth rate for Zimbabwe in 2002 was 11%, while in 2003 it was 10%. The rate was 5% in 2006. (The Zimbabwe Business Forecast Report Q2, 2007). The persistent economic decline and political crisis have continued to contribute to a general decline in productivity, incomes and quality of life for the majority of citizens.

The crisis that has engulfed the country for the past 10 years has been attributed largely to a crisis of governance and a democratic deficit. The collapse of the social sector (particularly education and health) and the decline in the quality of service provision (e.g. water, electricity, and sewage disposal and refuse collection) is largely due to the reduced capacity and viability of the public sector, public enterprises and local authorities to deliver. Zimbabwe was affected by cholera in 2008-2009 and this resulted in

many deaths especially in urban araes. This in turn is mainly attributable to the shortage of foreign currency, the brain drain due to poor conditions of service for staff, work stoppages by staff, hyperinflation, uneconomic fee structures due to price controls by government among other factors e.g. corruption, mismanagement, and inconsistent public policies.

During May-June 2008, the presidential run-off election campaigns were characterised by high levels of violence in both urban and rural communities. An important factor to this has been ZANU PF's policy to use youths to implement their violent actions, hence this led to the further marginalisation of the youths. The violence has contributed to a loss of public confidence in the electoral processes in Zimbabwe. The state has failed to provide an enabling environment to the youths because of mistrust between the youths and government. The ZANU PF leadership alleges that the youths are violent and are working with the foreign countries to effect regime change in Zimbabwe. This explains why the Students movement in Zimbabwe has been met with strong resistance by the state. Student leaders have been harassed, intimidated and tortured for allegedly exciting public violence.

The main challenge has been the lack of political commitment by the leadership in engaging the youths in issues that affect their lives. Due to the youths desperate economic situation, they have also been used by politicians as vehicles of politically motivated violence in both the urban and rural areas, resulting in tarnishing the image of young people and hence rendered as useless.

Zimbabwe`s political culture has to date been built on a combination of traditional and colonial patriarchal practises and values. This has translated into a form of politics which is male dominated, authoritarian, intolerant, exclusionary and often violent. Within all political parties in Zimbabwe the same tendencies have emerged. Women have a stack in the pushing for such transformation for at least two reasons; firstly, the extremely aggressive way of doing politics hampers their participation and secondly, this same political culture has legitimised its male supremacist values by using the cloak of `tradition and culture` at the expense of women`s security and well being.

The reform process has remained very slow mainly due to the lack of political will on the part of ZANU PF to implement the key elements in the Global political agrreement, particularly on constitutional reforms, media

reforms, judicial reforms and security sector reforms. The timetable for the constitutional reform process has been adjsuted several times and the process is now behind schedule by 6 months due to political bickering over petty issues.

Civil Society relations- Although the space for civil society has stabilised a bit, ZANU PF still considers CSOs as an ally of MDC-T and puppets of the West which also should be contained. ZANU PF alleges that the West is using CSOs to push for a regime agenda. This could be main reason why ZANU PF is resting major changes on the legislation that is restricting CSOs activities (Public Order and Security Act, Acess to Information and Protection of Privacy Act). The relationship between CSOs and MDC_T are changing, with CSOs (e.g. Transparency International, National Constitutional Assemby, independent media) now making increasing demands for accountability from the MDC-T. The Constitutional Reform process is now underway, with the outreach teams expected to start work in two weeks time. Civil society organisations have started on mobilising the communities around the thematic issues, although there has been an increase in hostilities from state security agents. Some organisations have been stopped from conducting constitutional awareness meetings among the rural folks. Service Chiefs from the national army, air force and the police force have openly declared that they are closely monitoring CSOs and emphasised that they would do whatever is necessary to keep President Mugabe in power. This alone clearly indicates the extent to which the civil society is continuously threatened.

The poor representation of women in Zimbabwean politics has increasingly become a central issue of focus in the past few years. Women participation in politics and decision making in Zimbabwe is very low, and yet demographically they outnumber men. Women in Zimbabwe are marginalized in decision making and leadership by a variety of processes that begin with socialisation. Women lack experience of decision making and leadership in the public arena because girls , in contrast to boys have been socialised to play passive roles and have been given no space outside the family to develop leadership skills. Girls have been kept largely within the home, where they are taught to accept and not question decisions that parents and brothers make on their behalf. As a result of this socialisation, girls tend to lack self confidence, and assertiveness and other skills that are required to function effectively in positions of formal leadership.

Other factors that inhibit fuller participation of women in formal leadership positions include women's weaker socio-economic position, lack of higher education, and the burden of reproductive work.

Generally, the Zimbabwean State and Business relations have been complicated and volatile throughout the post-independence era. The relationship between the Large scale business and the State has been characterised by conflict and division especially on issues like the land reform, indigenisation policy, property rights, financing of political parties by businesses and the levels of share ownership of business among foreigners and the indigenous people.

2. Country governance strategy

The Governance strategy mainly includes the Building Local Democracy Theme BLD) and the Conflict Management and Peace Building (CMPB) theme.

BLD Development Objective
- Citizens, particularly marginalised women and youth in poor rural and urban communities in Zimbabwe have secured equitable access to quality basic services from local government

Immediate Objective 1: Promoting Accountability of Local Government
- By 2011, local government councils in at least 10 selected poor rural and urban districts in Matabeleland, Masvingo, Midlands provinces and the Zambezi Valley area have implemented legal and policy provisions for citizen representation in local government and implemented participatory planning and budgeting processes that respond to the expressed needs of marginalised women and their communities.

Immediate Objective 2: Women's empowerment
- By 2011, CSOs have empowered marginalised women in at least 7 selected poor rural and urban districts in Matabeleland, Masvingo, Midlands provinces and the Zambezi Valley area with sufficient knowledge and skills to participate in decision making and to claim their rights to basic services from local government.

Immediate Objective 3: Youth Empowerment

- By 2011, CSOs have empowered marginalised young women and men aged 13-30 years in at least 7 selected poor rural and urban districts in Matabeleland, Masvingo, Midlands and the Zambezi Valley areas with sufficient knowledge and skills to claim their rights to basic services from local government. Young women have enjoyed equal access to the basic services being provided.

The governance works also inludes the **Conflict Management and Peace Building sub-theme** whose Immedioate Objective is as follows:
- By 2011, strong CSOs establish effective and participatory platforms for conflict management and peace building in at least 7 selected poor rural and urban districts in Matabeleland, Masvingo, Midlands and the Zambezi Valley area. As a result women and youth are able participate freely in local decision making processes and development activities.

3. Implementation and work areas

1. Making Local Government Accountable:
CPS Output 1: **Capacity building of partners in lobby and advocacy work.**
Activities: Training in Lobby and advocacy work. Gender budgeting
CPS Output 2: Establishment of stakeholders platforms/forums for marginalised citizens, particularly youths and women to influence LA s and to monitor local level plans and budget.
Activities: Establishment of platforms, budget consultations, budget tracking.
CPS Output 3: representatives of marginalised citizens in selected districts have been trained and have acquired leadership skills and knowledge about their rights and obligations and about the role and functions of local government.
Activities: Leadership training, look and learn visits, documentaition of success stories and sharing.
Output 4:Increasing number of local govt structures in selected districts have been sensitized about their roles and citizens roles by CSOs
Activities: training of councillors, training of local government structures, dialogue with local authorities.

Key Achievements

Progress was relatively slow in 2007 and 2008 due to the unstable political environment prevailing that time. However in 2009,partners were able to progress towards the objective, as compared to the previous years. The opearting environment had relatively improved,after the fromation of the inclusive government. There has been a general improvement in the capacity of partners in lobby and advocacy work as evidenced by some of the achievements , eg influencing the health budget and the reduction in council rates. However partners need to restrategize on how to influence legislative processes so that community participation in local governance issues is enshrined within the constitution.

The progress on output 2 has generally improved as partners are increasingly setting up new forums, although the major challenge has been the lack of capacity within platforms to monitor local levl plans and budget. Community Working Group on Health is the only partner that has been using Score card to initiate accountability in selected districts. There has been a significant number of representatives trained in leadership skilss, but the capacity of some councillors to grasp local governance issues remains a major challenge. The repressive laws of the country and the polarized environment that is also reflected at local authority level have also contributed to a slow pace by ordinary citizens in demanding accountablity.

Output 4 had very minimal activities because the local government structures are either non existent or politicised. Some partners have managed to create dialogue spaces with local authorities, sensitizing them on their roles and responsibilities. The engagement of local authorities led by ZANUPF has been challenging because CSOs are generally viewed as enemies of government aimed at effecting regime change in Zimbabwe.

4. Approaches

Gender budgeting, budget tracking, community score cards, Baseline studies, health baskets, stakeholders' analysis, Harvard Analytical Frame Work, Sarah Longwe Framework, Role plays, use of publications.

Africa Community Publishing and Development Trust (ACPDT), one of the partners working in the theme BLD, has tried to be very innovative in its approach in civic empowerment, in a relatively fragile environment like Zimbabwe. It combines civic education with peace building and conflict resolution as its main activities. It aims to build the capacity of citizens at the grassroots level to become active participants in local development and

governance, while, at the same time, promoting widespread awareness of the causes and effects of conflict and how to build constructive relationships.

1. ACPDT's main outreach method is through books. Before a book is published, ready for distribution, comprehensive research, involving community members, is done. During study circle discussions, facilitators note which topics keep recurring and might need to be addressed.
2. The topics are brought to ACPDT HQ where the possibility of producing a publication are discussed.
3. If agreed, ACPDT organises a workshop to include community representatives, local leaders, youth. This process irons out the topics to be covered and what issues to highlight in the book, collects poems, drawing and any other contributions that the people want to give.
4. ACDP has a writing team that puts together all the material coming from the workshop.
5. The draft is taken down to the community for further discussion in study circles, to see if they agree with the issues and to solicit for any more inputs that they would like to give.
6. The draft is revised; drawings cleaned up, and sent to printers.
7. The publication is distributed to the commun ities.

However, the major challenge has been that the books are published in English, and hence creates abrrier to the illiterate population

5. Networks, coalition, platforms

1. NGO Coalitions that are advocating for the increased democratic space and an enabling environment for civil society include the Zimbabwe Lawyers for Human Rights, Zimbabwe Doctors for Human Rights, Zimbabwe Human Rights NGO Forum, Crisis Coalition in Zimbabwe, National Association of Non Governmental Organisations(NANGO), Media Institute for Southern Africa (MISA)-Zimbabwe Chapter, Zimbabwe Coalition on Debt and Development (ZIMCODD), Zimbabwe Women's Coalition, Zimbabwe Social Forum, and the National Constitutional Assembly (NCA). Their work mainly focuses on advocacy on the NGO legislation and repealing of repressive legislation that hinder freedom of assembly, freedom of speech, and freedom of movement.
2. All partners of MS-AA are members of the National Association of Non Governmental Organisations (NANGO), which is a strategic partner for

both MS Zimbabwe and AAIZ programmes. This is an umbrella body that strengthens,represents and coordinates the work of NGOs in Zimbabwe by creating space,promoting networking,dialogue and engagement to enable the fulfillment of member's visions and missions NANGO also aims to promote and facilitate the interaction,consultations and exchange of information and experiences among all local NGOs and revelant institutions,including governmental and promote the linking up of local organisations with any national,regional and international. NANGO has been a strategic partner for MS since 2006 and it provides a very critical platforms for CSOs to continuosly review the operating environment and reformulate strategies to deal with the emerging challenges.

3. ZIMCODD is a long term partner of MSZ and also a strategic partner for AAIZ.

MS partners i.e. Zimbabwe Human Rights Association (ZimRights) and Zimbabwe Peace project are members of the Zimbabwe Human Rights NGO Forum.

6. IGT support

The International Governance Team has supported the governance work in several forms. The team has been instrumental in providing information and knowledge on governance work, particularly the provision of tools. Courses for strategic staff country offices and partners have been held at TCDC. With the input from Country Offices staff and partners the IGT has produced two manuals on civic *empowerment* and *governance accountability*, containing relevant learning & tools from both MS AAI Denmark and AAI programs, and discussion papers clarifying issues/concepts for strategic and frontline governance staff. The manuals are based on a mapping of tools, methodologies & best practices. In an effort to create a pool of trainers with AA, two Country office staff have undergone the Training of Trainers (TOT) courses in Accountability and Civic Empowerment organised by MS TCDC.

Generally the IGT's support has been on the provision of information, knowledge, tools and capacity building through training.

7. Projects and activities

Governance work has been focussing on 3 elements, namely, Making Local Government Accountable, Women Empowerment and Youth

Empowerment. MS has supported partners working in these three sub themes through capacity building, and the provision of small grants.

1. Local Government Accountability

Five partners have been working in this theme, and have to a certain extent facilitated the establishment of several forums meant for communities to participate in decisions making in issues that affect themselves. Due to the unstable political environment that characterised the whole of 2008, resulting in high security concerns, partnership activities were mostly concentrated in urban and peri-urban areas. However, progress picked up as from 2009 to early 2010, under a relatively stable operating environment, where the emphasis was on leadership training of the platform members.

Some of the partners were also actively involved in the monitoring of the June 2008 Presidential and House of Assembly By-elections.

One of the partners, BASILWIZI continued with the implementation of advocacy and awareness raising meetings in the Zambezi Valley districts. The aim has been to equip the Tonga marginalised communities with skills to identify and lobby for issues that affect them. For example, in an interview with Pinos Bwalo Buligwamanu, a TOLACO TONGA Language Committee member and Bwacha Lino Author on the Most Significant changes he has noted in his community has revealed that:

> *"Through the Basilwizi advocacy efforts I think the Zambezi valley communities have now been more empowered to advocate and lobby relevant stakeholders to clearly articulate development issues. Recent efforts have made the Zambezi valley to lobby the Ministry of Education and Culture authorities to allow teaching, promotion and development of the Tonga language and culture. The translation of the new English syllabus to Tonga and the subsequent writing and publication of Bwacha Lino ChiTonga Primary course books for grades 1-7 is an increasingly significant and exceptional global achievement for the BaTonga people whose voices have been unheard for several decades. The publication of these series of books , launched on 27 November 2008 has made a significant contribution towards cultural preservation and empowering the BaTonga community."*

Overall, although the GNU has helped to stabilise the political and economic situation in Zimbabwe, the situation remains fragile and uncertain due to limited institutional reforms, and delays being experienced in resolving outstanding issues. The constitutional reform process is currently underway, although running behind schedule due to lack of funding and internal squabbles. Most civil society organisations are involved in

mobilising the communities for the constitution, although the last three months have seen an escalation in the number of threats, intimidation and harassment levelled against members of civil society". For example, The MS BLD thematic partners were also intimidated by the police last month in May, when they had meet to reflect and share ideas about their work. Initially the police had cancelled the meeting and later changed their mind after the hosting partner re-engaged them. The police eventually changed its decision to cancel the meeting altogether. Instead it opted to send in an officer (from the ZRP peace department) to be present and monitor the proceedings and even after hours. The meeting also failed to discuss constitutional reform issues, as the police had warned the group against discussing such matters. After the meeting the group came up with a comminique that was sent to NANGO, expressing concern over the continued restriction of *cso* space by state agents.

Key achievements

> The setting up of stakeholder platforms for marginalised citizens that are providing them with opportunities to identify and prioritise their needs for services/resources and to share them with local authorities and other stakeholders.

> Improved capacity to lobby and advocate for the adoption of participatory planning and budgeting processes that cater for the basic needs of the citizens, particularly youth and women e.g one of the partners was able to influence the local authority to change the unit of their budgets from Rand to USD terms. Community Working Group on Health with other stakeholders have successfully advocated for 15% (Abuja Declaration)of the national budget to go to health sector.

> Habakkuk, one of the partners working on local level advocacy has successfully managed to lobby for the reduction of Bulawayo council rates resulting in more disposable incomes, to buy food. People Living with HIV and AIDS in Bulawayo now pay subsidized rates after successful lobbying by Habakkuk.

2. **Women Empowerment**: There are three partners working on the empowerment of women, namely WIPSU, YWCA and TWT

> With respect to empowerment of citizens, the desired future situation is where marginalised communities, especially women are organised, knowledgeable or consconscious about their rights and obligations and proactively demand them from local authorities and other relevant decision makers. Women would be able to take up their concerns to the local

authorities and demand accountability throuthrough effective stakeholder forums/platforms and local structures.

➢ Work in this area has been on leadeship training of female councillors and also setting up of committees that provide support to female councillors.

➢ Young women in tertiary education have also been trained in leadership skills.

➢ Mobilising women so that they are encouraged and motivated to take interest in political processes.

- **Achievements**

➢A considerable number of women have been trained in civic education and leadership skills by the organisations.

➢In Masvingo, the six out of ten resident ward committeees are headed by women.

➢7 out of 10 lobby groups in the Zambezi Valley are chaired by women.

3. Youth Empowerment

T The programme is supporting 4 youth organisations in the management of youth focused activities, facilitation of civic education and in you leadership training, advoadvocacy and information work. The intended result would be youth organisations that are effective in mobilising young women and men in local decision making advocating for increased space and opportunities for youth in their communities .an

Achievements

a. Partners have leadership discussions every week discussing topical issues like service delivery, youth challenges and constitution.

b. Youth Coalitions have been established, providing a platform to create a critical mass for lobbying.

c. Some youths have participated in leadership elections, eg. Residents associations elections, and two won.

d. A youth was appointed as Secretary for the village head, and also acts as village head in the absence of the village head.

8. Challenges

a. Unstable political environment.(violence, hostile attitudes towards CSOs etc)
b. The repressive laws of the country and the polarized environment that is also reflected at local authority level has also contributed to a slow pace by ordinary citizens in demanding accountability.
c. The number of women participating in politics has remained low due to lack of resources, cultural barriers. Women lack resources for campaigning and also they suffer from low self esteem.
d. Although there has been an improvement in the number of male youths taking up leadership positions in local leadership, female youths have continued to remain marginalised. Female youth participation remains low because of cultural barriers and socialisation process that has given priority to male children.
e. Capacity of some councillors to grasp local governance issues remains a major challenge, because of low levels of education, and the politicisation of issues.
f. High staff turnover, due to low salaries offered by CSOs.
g. Poor governance- lack of clear responsibilities between Board and Management.

9. Good practices

.Habakkuk Rates and Tariffs Campaign in 2009 .

Habakkuk Trust is a Christian organization which was formed in August 2000 in order to influence the transformation of communities through advocacy, research, information dissemination and capacity building. The Habakkuk Trust Local Level Advocacy (L.L.A.P) programme is an initiative that seeks to build the capacities of communities at ward level to advocate on issues of service delivery and good local governance.

The objective of L.L.A.P is to build the capacity of communities to advocate on issues that affect them and thereby facilitate increased citizen participation in decision making with attendant improvement in service delivery.

The Local Level Advocacy Programme is a micro-level initiative, which combines advocacy actions such as local level public meetings. L.L.A.P targets 30-40 people per ward who are trained in advocacy issues. The target group consists of youths, women, informal traders and people living with H.I.V and A.I.D.S. At least 50% of attendants are women and at least 20%

youths as there are some of the most marginalized groupings in Zimbabwe. Advocacy Training is conducted using participatory methodologies and practical group planning. The training involves empowering participants to design advocacy campaigns in their wards or district and actually practically planning a local level public meeting with the local councilor or M.P on service delivery and other local level issues.

Ward level public meetings are be planned by the locals with Habakkuk staff. Components of this planning will involve issue identification, mobilization of the local community and setting up of local advocacy action teams.
Habakkuk trust has already developed preliminary advocacy training tool kits and a more comprehensive but user-friendly advocacy tool kit is being developed.

The Rates and Tariffs Campaign consisted of a campaign to petition by residents of Bulawayo to reject the City Council Budget. Through the establishment of Action Teams, Habakkuk, a local level advocacy organisation managed to mobilise residents to identify priority advocacy issues. The communities identified that the council and telephone rates were too high and that some families especially those living with HIV and AIDS could barely survive. As a result of these community meetings, Habakkuk through its Action Teams collected

  ➢ 3000 signatures obtained and submitted to Bulawayo City Council on budget issue
  ➢ There was an extensive media coverage of campaign, with the local papers, radio covering the campaign.
  ➢ Habakkuk then organised an Indaba(policy dialogue) where residents and several service providers and policy makers were invited to discuss the issues raised.

  ➢ Rates and Tariffs Indaba attended by Deputy Prime Minister Mutambara, Deputy Mayor of Bulawayo, Regional Manager of TelOne, Consumer Council of Zimbabwe, leading economist Eric Bloch, church leaders, board members, action team members.
  ➢ Communiqué on rates and tariffs drafted and dispatched to all relevant authorities

> Meeting with Minister of State Enterprises held and proposals on rates and tariffs submitted.

Outcomes and Impact
> City Council slashed its rates by 60%
> Telone slashed tariffs
> Habakkuk Invited by Bulawayo City Council for Strategic Planning Meeting for City and meeting with World Bank Consultant.
> A closer working relationship with TelOne, ZESA, Minister of Water Resources and Minister of State Enterprises
> Residents have phoned and called on Habakkuk to stand up for them in other service delivery issues.
> Bulawayo City Council held budget consultative meetings with residents to set priorities for 2010

2. Community Working Group on Health (CWGH)
CWGH is a network of membership based civic organisations formed in 1998, focussing on advocacy, action and networking around health issues.The civic groups identified public discontent with the manner in which community participation is being expressed in Zimbabwe and the need to strengthen the mechanisms for participation, transparency, consultation and accountability within the health sector from local to national level.

Over the years, the CWGH has positioned itself as a voice in the health sector and built community power, organizing involvement of communities in health actions within their communities; and around Primary Health care, whether within the community on environmental health, or mobilizing resources to support health centres. These are being done through community level initiatives with limited external support. The Community Working Group on Health consists of approximately 35 organisations in the CWGH national membership.

People generally use public sector clinics as the primary source of health care, making it important for public and social accountability in the health delivery system. The Community Working Group on Health initiated a programme of work that enhanced information and networking on health issues at local level in 25 districts under its Civic Education on Health programme. They initiated district level meetings between health care

providers and civic/ constituent organisations in the area to promote and exchange dialogue at local level on promotion, prevention and management of health problems, and to strengthen informed participation in local health planning, set up local CWGH forums, carried out health education and advocated for primary health care policies. Backed by research carried out by Training and Research Support Centre (TARSC), the CWGH observed that government was allocating inadequate human, financial, drug and other resources to health centre and preventive levels of the health system. In 2001, the CWGH initiated a process of setting up or revitalizing health centre committees (HCCs) to strengthen the capacities to demand resources for these levels of the health system. The CWGH activities through HCCs aimed to shift participation in health from mobilization for and compliance with centrally defined programmes to mechanisms through which communities can shape their health systems and make services more responsive to their interests.

MS-AA is supporting CWGH in a pilot study in 2 districts, namely St. Theresa Hospital in Chirumhanzu and Zhombe Mission Hospital in Zhombe, Kwekwe Rural

Aim
- To strengthen community participation in the health delivery system through tools that are developed to promote public and social accountability

1. PARTICIPATORY BUDGETING PROCESS: Communities are made aware of the budget process, provide input in prioritizing health issues that affect them in the district and are continuously involved in district health planning. Such activities involve civic budget meetings at local level, district level and at national level with the Parliamentary Portfolio Committee on Health
2. ADVOCACY BY THE COMMUNITY: through health centre committees **which** are already existing mechanisms of community participation that facilitate information flow between the public and the health providers.
3. PUBLIC HEALTH PROGRAMMES: that target priority health issues in the districts and bring out community health action plans and education to the community on the Patients' Charter so as to know their rights. Awakened communities hold the key to successful advocacy for healthy public policy.

EXPECTED OUTCOMES

a. Communities involved in district budget planning through HCCs;

b. A district health plan that is based on community health needs;

c. Public health programmes that address community needs;

d. Policies that support all disadvantaged and vulnerable groups in the health delivery system;

e. An improvement in health worker- patient relationship or dialogue;

f. An improvement in accountability by the health providers in the health delivery system;

g. Health resources channeled to priority issues in the district and those in need;

CWGH is currently using different accountability tools. Among them are:

1.Health basket – CWGH members came up with a list of items necessary for someone to be healthy.   They get prices and sum up like CCZ basket but with emphasis on health.   These are in different categories.   The hygiene items, food items and common medicines.   The district monitors collect prices in their districts and compile the cost of the Health Basket per month. The information is used to lobby government through the use of position papers

2.Community score cards are qualitative monitoring tools that are used for local level monitoring and performance evaluation of services, projects and even government administrative units by the communities themselves. The community score card (CSC) process is a hybrid of the techniques of social audit, community monitoring and citizen report cards.

3.Citizen Report Cards

Citizen report cards are participatory surveys that provide quantitative feedback on user perceptions on the quality, adequacy and efficiency of public services. They go beyond just being a data collection exercise to being an instrument to exact public accountability through the extensive media coverage and civil society advocacy that accompanies the process. CRC requires a basic research to be conducted to gather information from community members on the views about the service delivery by the government.

The specific issues the community may seek to examine and interrogate may include

- Access to facilities
- Usage of facilities (public verse private)
- Quality and reliability
- Complaint Redress

- Costs (legal and hidden)

Satisfaction

10. Lessons learned

1. The importance of the media as a strong advocacy tool.
2. Accountability issues cannot be separated from Civic empowerment.

12. Organizational capacity

MS-AA has capacity to take the governance programme forward because of the history of MS's work in BLD. The organisation is also supported by the Regional Governance team, which has experienced gurus in governance issues. The establishment of the IGT, also acts as a sounding board to the governance work. The TCDC is also made up of competent trainers in the field of governance and gender and provided the necessary capacity building to both CO staff and partners. The initiative of creating a pool of competent trainers within AAZ, ensures sustainability.

13. Financial resources

The key sources of funding include:

1. DANIDA Frame funding (programme activities, support to partners, general costs support and personnel support)
2. MS Self-Financing : mainly through-
   a. Operation Day's Work for two youth organisations namely, Youth Ahead and Bulawayo Integrated Survival Alternative Youth Project.
   b. Women for Influence: Danish business women supporting three selected MS partners i.e. Zimbabwe Peace Project, Women in Politics Support Unit and Musasa Project, in issues related to gender based violence and women in decision making.

Other funding: DANIDA seed funds for the project entitled: **Strengthening civil society capacity in sustainable peace building initiatives in Zimbabwe**

14. Recommendations

1. There is a need for the Country Programme (CP) and partners to improve on the sharing of experiences and governance tools/methods with other like minded organizations and/or other broader Civil Society networks which work with similar topics so as to harmonize efforts.
2. The training for governance should be given as one single module and not separating Accountability from Civic Empowerment.

Documentation of case studies is a critical area that needs to be strengthened, both at CP and partners levels. There is need for CP and partner staff to be trained in documentation skills. The CP should support/mentor and encourages Partners to document real life case studies. There is need to cultivate the spirit of

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Annex 11.

Africa Synthesis Report

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Section 1
Introduction

When the AAI 'Rights to End Poverty' (RTEP) Strategy (2005-210 +1 year added) was formulated, and the 'Rights to Just & Democratic Governance' strategic plan 2006-2010 (+1 year added) was agreed, a thematic review was planned for the 'Governance theme' in the last leg of the current strategic plan. It was envisaged that such a review and reflection would promote lesson learning, and therefore inform the governance theme plans and work. It was planned as feedback mechanism, in line with ALPS principles as a participatory exercise. Three years into our thematic work (from 2009 onwards), alongside the process of affiliation with MS, a pilot model of an affiliate mandated to take lead on an AAI theme was developed and a MOU (2010-2011) between ActionAid International and MS with regards to the Governance theme signed.

This review is meant to inform the future strategy of ActionAid International, apart from encouraging reflections and generating lessons on

the relevance and nature of democratisation and governance work in the next period. The objectives of the review are:

4. To assess the progress and impact so far of our work outlined in the strategic plan for the Rights to Just and Democratic Governance theme and in particular in line specific revisions on "focussing" the scope of governance work (What is policy and what is governance – 2007)

5. To gather and share best practices, knowledge and experiences from both AAI and MS governance programs, and likeminded organizations working with governance, to strengthen and support the current implementation and future scope of the Rights to Just & Democratic Governance theme

6. To generate wider governance lessons and recommendations that will inform and have implications for both the next ActionAid International strategy as well as the future governance thematic strategy

This Africa review synthesis report provides information from meetings with CDs and governance focal points in Arusha, as well as country case studies in Uganda and Nigeria.

Section 2
Methodology

The review largely relied on secondary data mainly comprising of reports and other publications from the Action Aid country offices, as well as information from partners. Primary data was obtained through interviews with Action Aid staff, representative of their partners at national level, and beneficiaries at community level. A discussion guide was used in all the interviews. After the interviews, the consultant held a debrief meeting with AAI staff to share findings as well as obtain any clarification.

Section 3
Governance and ActionAid

3.1. ActionAid's concept and perspectives on Governance

Governance is a new theme in Action Aid, and the process of coming to grasps with it is still ongoing. In country offices like Uganda and Nigeria, governance forms the core of their work and thus permeates all the other thematic areas. In these countries, governance is understood broadly as articulated in the IGT strategy to entail participation, empowerment and respect for human rights and the rule of law. It thus requires constant engagement with sources of power at national and local levels and is political in many respects. The exact entry point for interventions then depends on the context analysis in each country however, consistent is the budget work, policy advocacy and capacity building for empowerment.

In other country offices, governance is still considered central to the work, however experience with working on governance, especially beyond community level participation is still limited. A key entry point in these countries is RBA and ELBAG, which has skewed the governance work towards a more economic and technical intervention- as opposed to wider political engagement with power centers through out the country. This is largely because governance is a new theme, a number of staff are new and support from the IGT over the past year has been limited-largely because of on going institutional changes. The link between policy and governance in some country offices is vague and has also contributed to lack of conceptual clarity.

Furthermore, whilst the definition of just and democratic governance is relevant to the context of Africa, and is broad, which gives wide scope, it is also confusing, which makes it difficult for country offices to focus their governance interventions.

3.2. ActionAid's Governance organizational structure

In the Uganda and Nigeria country offices, there is a thematic governance coordinator who has overall responsibility for the implementation of the governance agenda in the country office. The governance coordinator then liaises with other thematic coordinators to ensure that governance is mainstreamed at country office level. Where the country offices are able to develop projects and obtain partnership funding, they are able to employ project officers who work with the governance coordinator. At the community level, the DI (District Initiatives) and Partnerships Against Poverty (PAPs) that are based in districts/states/regions then provide the link. There is a regional advisor (there should be two- one for West Africa and the other for East and Central Africa) for the country offices, who then makes the link with the IGT at international level.

3.3. ActionAid's Governance Partnership

Action Aid developed a partnership with MS last year, that emphasises collaboration in governance work. The overall perception amongst AAI Africa staff is that MS "rescued" the AAI governance programme, which was not perceived to be seriously considered in the organization because it is optional, hard to measure, there was no clear definition and conceptual clarity, and limited resources allocated for governance work within the organisation.

There are however some varying opinions about the added value, in terms of content, that MS brings to the relationship with AAI. In some countries like Zimbabwe and Uganda, the relationship with MS has strengthened their work, and in others, the specific value of the relationship with MS has not been felt.

There are also concerns about whether there is conceptual harmony about the understanding of governance by MS and AAI. In particular concerns about whether governance should be treated more as a technical area, or as more of political engagement. There are also different perspectives about monitoring and evaluation procedures and their robustness, for instance,

AAI tends to rely on qualitative data and stories of change, whilst MS prefers more robust, both qualitative and quantitative evidence of change.

3.4. Goals and expected outcomes of the Strategic Plan 2006-2010 on "Just and Democratic Governance"

The Governance strategic plan has three goals: (i) Goal 1: Promoting the participation and control of women and excluded groups in institutions and mechanisms of governance (ii)Goal 2:Democratise and deepen the accountability of states and their institutions, corporates, multi-lateral institutions and civil society, to the people at the local, national and international levels.(iii)Goal 3: Promote the realization of rights and justice through the monitoring of governance, human rights and development service delivery and by supporting and strengthening people's struggles to claim rights and justice at all levels

Section 4
Governance projects and activities implemented

4.1. National strategy, projects and activities

4.1.1 Action Aid Nigeria
In AAIN, governance forms the core of their country programme. The thematic objectives of AAIN's governance work are:

- **Women, poor and the excluded participate in governance processes at all levels**. The governance programme has sought to achieve this objective through research and advocacy for increased women's political participation at the national level. At the state level, some of the PAPs have deliberately sought to increase women's participation in the REFLECT circles, and the discussions therein on determining community priorities. The women in these communities have thereafter actively participated in meetings at community level to develop lobbying strategies for meetings with local authorities, and been part of the meetings with local authorities. Budget

Engagements/Projects that include training in PFA, HIV/AIDS budget tracking and the ADVANCE budget advocacy project

- **States and institutions become democratic and accountable to the people at all levels** Interventions to attain this objective were the ADVANCE project that focused on budget analysis and accountability at state. Through this project, CSOs and State officials were trained in budget analysis using the PFA tool. Involvement in civic education, having a Parliamentary Liaison officer, as well as PAP interventions at local level to increase community engagement with their local authorities were key interventions too.

- **Poor and excluded are able to claim their rights and access justice at all levels.** The main activities to support this objective were capacity building for CSOs in advocacy, and the introduction of RBA in the PAP approaches. The NIGERIA social forums at state and national level are also aimed at providing space for civil society engagement at all levels, to specifically highlight the concerns of the poor and excluded.

4.1.2 Action Aid Uganda

AAIU also considers governance to be central to all its interventions, and it thus influences all the thematic areas of the country's programme. The **goal** of the governance programme is " To pursue access to economic and social justice, law and order by holding government and international institutions accountable for the promotion and fulfillment of human rights for all Ugandans." And the **thematic focus** is:

- Processes, institutions and legislative frameworks through which state power is exercised and that result in the denial of citizens' rights especially for the poor. Specific activities have included training, advocacy for policy change especially on land rights, accountability through budget tracking

- Social and economic justice, law and order to address the exercise of unjust power relations and the realization of basic human rights. AAIU analyses social and economic justice issues in all the thematic areas, and through this process, identifies specific governance issues/challenges, as well as opportunities where the governance theme can support the other sectors. Activities include being part of coalitions like ULA, modeling justice centers, support to women's access to land rights, advocacy and litigation against private companies like the coffee factory in Kaweri and BIDDCO. Their work is also informed y research and analysis.

4.2. IGT International projects and activities

The level of IGT support has not been consistent across the countries, and ranges from being responsive to the work in Nigeria by providing technical support, and financial resources, for instance, AAIN has hosted three AAI international meetings on budget analysis over the last couple of years. IGT support (financial and technical support) has also enabled AAIN become a centre of excellence for budget work. In Uganda, the IGT has been supportive mainly through information sharing, providing technical support to campaigns, as well as capacity building and training. And on the other hand, there are countries that have not received any IGT support and guidance at all. One of the challenges to the consistency of IGT support has been staff changes at the IGT.

4.3. Finance

The general view is that funding provided by AAI through the sponsorship programme is not sufficient for governance work, so most of the projects and activities is obtained through partnership funding. In both Nigeria and Uganda, only about 30% of governance work is from sponsorship funding.. The challenge with partnership funding is that it is not consistent and may come to an end before the project has had the intended impact. Countries like AAIU have also benefited from an increase in its resource envelope through the merger with MS.

4.4. Conclusion

AAIN and AAIU's CSPs all reflect governance as a central theme in their programmes, and also tally with the objectives and outcomes in the strategy for Just and democratic governance. As a result, governance related activities cut across the various themes. However, the majority of funding for governance related activities is obtained through partnership funding, which has no long-term guarantee and can affect the attainment of impact if the funding ends too soon. The IGT has not been consistent in the support that it has provided to country offices, with some country offices like AAIN and AAU receiving support, and others, not getting any at all.

Section 5
Measurement of the realization of the strategic objectives

5.1. Measuring impact

One of the challenges that AAI staff face in planning and implementing governance interventions is how to monitor its impact. It was pointed out that it is difficult to develop indicators that are more 'tangible' and measurable, and that do not rely on the ALPS and stories of change methodology per se, but should also be able to provide more 'concrete' evidence of empowerment and change using more robust methodologies. A core part of developing these indicators is establishing a baseline from which to operate, and to recognize that governance interventions are long-term investments. MS has done some work in this area over time and should bring their experience to bear in this discussion. Possible indicators that were suggested include: Increased participation in various process, the amount of money that is saved and /or recovered as a result of budget ad anti-corruption work, Local community members challenge the local elite who 'capture' the CSOs and CBOs, Local community members self-organise and set up their own CBOs, Increased mobilization, Changes in service delivery, and Community members challenge issues beyond their immediate vicinity.

5.2. National level impact

5.2.1. Change in participation of the poor, women, excluded groups in governance mechanism and processes

From the interviews held, it appears that progress has been made on this goal, especially in ensuring women's participation at the local government level. Specifically, training on human rights and RBA has been useful in this regard. In Malawi, women's groups have been empowered to demand for land from chiefs, something that was unheard of in the past. It was argued that the continued training, support to form the women's groups and linking them with the local leadership all contributed to the sense of empowerment.

Both country offices in Uganda and Nigeria mainly work in partnership and coalitions with other CSOs, especially at national level. Both AAIN and AAIU have invested in research and publications and are known for presenting informed positions in policy discussions and are often invited to high level policy discussions with legislators and other Government officials. Influencing policy decisions is a process, and both countries have had some successes. A key challenge now is to ensure that policy success are replicated at state and district level, and then implemented.

In Uganda there has been significant focus on advocating for legislation, policy, systems and processes that protect women's rights- especially land rights, and promote their participation in local governance processes – using budget work as an entry point. There are cases where women have been able to repossess land that had been grabbed by government, and in another incident a women was able to get compensation from the government for the use of her land. Another key achievement is that through working with the Civil society budget advocacy group (CS BAG coalition), AAIU and its partners influenced the inclusion of gender budgeting as part of the requirements for development of budgets in the country.

Participatory methodologies, especially REFLECT are being applied, and in Uganda, the REFLECT circles are active meet regularly and provide an

opportunity for community participation. In Nigeria, some of them operate, however, where they have waned, it has largely been due to the level of commitment of the community facilitators as well as the level of support that they receive.

Working with and supporting social movements continues to be an area of challenge for AAI Africa offices. The challenge seems to stem from the conceptualization of social movements? Both AAIN and AAIU describe social movements as spaces for civil society (largely represented by CSOs), to work together on specific issues of common concern. The question though is how these spaces differ from coalitions and alliances. Furthermore, it is argued that the whole concept of social movements in Africa needs to be redefined to cater for a context in which it may be difficult and even dangerous for civil society to visibly organize themselves. And even when organisation is possible, social, cultural and political factors that hinder people from truly coming together. The other question is about how social movements are formed and developed and what role AAI has in this regard i.e. what does supporting social movements really mean?

5.2.2. Change in policies, functioning and accountability of related actors

 Most progress towards attaining accountability has been through interventions at the local level where there is funding to District Initiatives (DIs). The challenge though is that some of the staff at the DIs do not fully comprehend governance and will need more training and support in order to be more effective in their interventions.

ELBAG has been used in both Uganda and Nigeria, with more emphasis in Nigeria that is considered a center of excellence in budget work for AAI. The challenge with the ELBAG tool though, is that it focuses largely on the supply side, and yet in practice AAI staff have found that interventions should target both the supply and demand side. Another concern raised about ELBAG is that some of the language and terminology used in the

manual are technical and therefore difficult to translate especially at community level.

Uganda has an Access to Information Act, however its implementation remains a challenge. In Nigeria, AAIN is able to obtain information through its networks and contacts and is in the process of advocating for legislation on Access to Information. Staff in both country offices are usually invited to high level policy discussions with government agencies, and sometimes have also been invited to forums to meet with representatives of multi-lateral institutions like the IMF and World Bank. The challenge remains how to use these spaces more effectively to create more change.

Both AAIU and AAIN have been involved in supporting social forums, and participation in the WSF in Nairobi- the question is how much follow through. In Nigeria they have held social forums at state level and these have provided inspiration and basis for greater cohesion amongst some CSOs. Both countries work with the media, and in Nigeria the ADVANCE project had a component that focused on training the media and working closer with them as partners. Support to accountability of CSOs is more pronounced in Uganda where AAI was part of the process of developing a quality assurance mechanism (QUAM) for CSOs, and are now encouraging all their CSO partners to adhere to this mechanism.

A key challenge to accountability work is that the link between issues and concerns obtained at local level, to national level discourse is considered to be weak. The engagement with the corporate sector at national level in some countries is also weak, and considered to be a new level of engagement. Whilst there seem to be a number of initiatives at international level, it was pointed out interviews that there is a disconnect between issues that form the basis of engagement at international level and the major concerns at local and national level.

5.2.3. Realisation of rights and justice through monitoring, service delivery and people's struggle

Activities in monitoring service delivery is predicated on the rights based approach. However, there is a growing recognition that there are other factors that affect service delivery like international and national policies, and limited capacities of local government officials, so claiming rights at local and national level *per se* will not result in the desired change.

In Uganda and Nigeria, monitoring also feeds into research and budget advocacy is done in Uganda and Nigeria. AAIU has been part of the development of the NDP through a CSO coalition that provided input to the process of its formulation. They are now in discussion with partners to develop strategies to monitor its implementation. Through working with thematic areas, they have initiatives in right to education health and food. AAIU carried out research on 'State of the State' and intends to use the report to inform their advocacy work in future. Engagement at regional and global level is limited and needs to be strengthened, especially using the APRM governance indicators.

5.3. Conclusion

The AA programmes in Uganda and Nigeria have had an impact on marginalized groups, created spaces, networks with platforms. Spaces created especially at national level of engagement with various actors on varying governance issues. Staff respected and the organisations are well reputed. Challenge is moving this work more effectively at DI level starting with helping DIs understand governance, and then following through with support to communities. Also, working to strengthen civic consciousness and community participation.

Section 6
Measurement of the realization of the organizational objectives

6.1. Change in internal structure and organisation

In both countries, the governance coordinator works with a team that comprises of project officers, the policy officer, the women's rights

coordinator and other staff- depending on the nature of the programme. Both offices have a deliberate effort to promote coordination, especially through joint planning to agree and clarify on specific areas and roles to be played by individual staff.

One of the key challenges raised during the discussions was where and how to place governance within the AAI organizational structures, and how this will in turn affect the other themes. An emerging direction is to have governance as both a major theme, as well as a cross cutting issue. This will require a clear articulation of what governance work *per se* is, and what governance as a cross cutting issue is comprised of.

6.2. Building internal knowledge, capacity and communication

This is largely done through training and capacity building. A number of AAIU staff and CSO partners are being trained in governance at the MSTDC in Arusha. It was however pointed out that in future, and assessment and the identification of training needs should be done in a consultative manner before developing the courses. It was also proposed that AAI country offices should have more in house policy analysis capacities, instead of regularly outsourcing. There is also need for more coordinated knowledge management at regional level.

6.3. Strengthen programme work and campaigning

In both AAIN and AAIU, governance work has been mapped across the themes, although a number of activities are also determined in response to the dynamic contexts. Both country offices have been able to write proposal and fundraise for governance specific work. It has been difficult in the past, however, it seems like there is an increasing interest by funding partners to support governance related work. Campaigning is carried out on specific issues, mainly with other CSOs. The challenge remains following through with the campaign activities to ensure that the desired change is made.

6.4. Strengthen inter-thematic work

Both AAIN and AAIU have been quite adept at inter thematic work by encouraging teamwork and also finding common ways of planning, as well as identifying key specific tasks that need to be done by specific staff. In order to strengthen staff capacities in governance work, it has been proposed in AAIU, that all staff undertake training in governance.

6.5. Conclusion

Internal workings between the themes are being carried out, with success . A reduction in staff because of lack of funding negatively affects the coordination and work within the organization. In some country offices, there is need for greater clarity of functions, especially governance and policy. And in some offices, the need to clarify what cross cutting work means, and what governance as a stand alone theme would entail

Section 7
Lessons
The key lessons learned during the implementation of governance programmes in Nigeria and Uganda are:

- Coalition building is a process. Central to building effective coalitions is determining clear common objectives and the need for all members to contribute both technically, and where possible, financially.
- Greater civic consciousness and engagement at local level can strengthen national level policy engagement and accountability interventions.
- The courts can be an effective means of ensuring accountability and respect for human rights. However, the judiciary has been threatened by government agencies in the past, and there are allegations that some judicial officers are partial. Towards the government. These are issues that CSOs needs to address in addition to supporting judicial officers to understand and appreciate the importance of considering social economic dynamics whist making their decisions.

- Training provided to facilitators that work in communities need to more explicitly define key concepts to ensure successful interpretation of these within communities. Furthermore, there is need to regularly support ad monitor the work of the community facilitators in order to ensure that they are doing their work effectively.
- It is important to ensure how when a tool is developed under a project, it can be sustained beyond the life span of that project. In particular the role to be played by relevant government agencies in providing the resources to support such initiatives, by mainstreaming them into their budgets.
- Long term objectives of projects are more likely to be met when projects are flexible and responsive to the dynamics in communities for instance, the Access to Justice project, which was reoriented in its second phase to focus on Local Councils and Clan leaders, instead of police, as first point of calls in access to justice.
- Policy advocacy programs delivered through focused funds such as the CEF have the ability to deliver effectively. Essential to this success is the clear articulation of plans, roles and time-bound deliverables. Flexible funding, with money tied to broad objectives rather than specific activities allows for adjustments to be made, ensuring that activities fit the changing context over time.
- Providing services *per se* to address gaps in service delivery does not address systemic issues that result in failure of service delivery and human rights violations, for instance, the land tribunals do not resolve the cases/issues.
- Documentation of processes and impacts of our work is key in successful rights based approach to development and poverty eradication.
- It is important to work through partnerships and to invest time and resources in the careful selection of partners.
- Open discussions within the country office and with the IGT is important when country offices need to make decisions on the extent to which they should engage in political debates and processes.

- Practicing democratic governance internally- helps you practice it with partners.
- When creating spaces for CSO engagement, it is important to ensure that these spaces are not 'hijacked' by politicians or other stakeholders who are not keen on promoting the voices and interests of the poor and excluded.
- In some interventions, it is necessary to work with the supply side in order for them to understand some governance processes, as well as the concerns of the poor and excluded. Furthermore, the interaction with the supply side should to the extent possible be predicated on constructive engagement, and not accusations
- Take advantage of any spaces for civic engagement, however small, and use them as a starting point
- The results of governance interventions take a long time to be realized, therefore the investment in governance interventions should be long-term.
- The link between effective delivery of services and the need for democratic governance needs to be constantly made, in order to enable people appreciate of governance interventions to their day to day lives.

7.1. Approach and priorities

Priorities for the next strategy should be developed after a participatory process of analysis of the context and key governance issues, as well as an assessment of AAI's capacities. Ideally, priorities should be realistic, focused and relevant to the context of the country offices.

The approaches that should be considered in the new strategy include:

Working with both the supply and demand sides: From experience in some AAI country offices, the failure of duty bearers to perform their roles effectively is not always a result of their refusal *per se*, but is also often a result of external factors. It is therefore important that whilst there are

interventions to support empowerment of the demand side, there should also be work done with the supply side to ensure that it has the capacity to respond appropriately.

Partnerships: Working through partnerships has been a strong approach in AAIU, AAIN as well as other AAI country offices including Zimbabwe. AAI country offices identify their strengths and areas of challenge, and works with organisation that have complimentary strengths. This has strengthened their relationships with partners and capacities, as well as built stronger coalitions and alliances. In Nigeria, selection of partners is carried out after an assessment using the Partnership Assessment and Development Framework (PADEF) which provides a detailed assessment partners' capacities as well as their institutional ethos and values, and enables AAIN identify partners who have a similar purpose as their own. Though considered cumbersome and time consuming, the assessment framework means that AAIN works with credible organisations.

Flexibility and adaptability: The governance context is complex and dynamic, so to be effective AAI country offices need to be flexible and adaptable to the changing contexts, determine when to engage at different levels and with different levels of intensity.

REFLECT circles: REFLECT circles have been found to be effective in encouraging community participation. However, in order for the circles to work, they need to be owned by the communities, and also need to be guided by committed facilitators. Community members should be encouraged to determine the issues that are discussed in the circles, and also be part of determining a solution to the issues. The circles also need support from AAI staff in their initial stages.

Section 8.
Recommendations

8.1. Goals, objectives, priorities and approach

- Clarify what governance is, and relate it to the current country capacities and knowledge. This will require participation of country offices in the development of the new strategy.
- The future strategy should provide for strategies to intervene on both the supply and demand side.
- Working through partnerships should continue to be emphasised, and specifically highlight the importance of having a thorough assessment process for partner selection.
- The new strategy should provide for stronger linkage between regional and national level interventions.
- Provide more clarity on social movements and how to work on governance in contexts that are politically sensitive.

8.2. Human resource and organizational structure
- Clarify the relationship between policy and governance work.
- Governance should be both a stand -alone theme, as well as a cross cutting issue.

8.3. Mechanism of coordination

- Provide for better links and investments in relationships between local, national, regional and international levels
- Continue working through CSO platforms

8.4. Financial resource

- More resources should be provided to the governance theme in country offices

8.5. Support from IGT

Specific support required from the IGT includes:
- Define a clear focus for governance work within AAI

- Provide capacity building and technical support, however, this should be determined through a proper assessment process, and not be top down.
- IGT need to get their evidence for international advocacy work from countries. A question that needs to be explored is how the countries can support the IGT?
- Provide technical and financial support more consistently
- Lead on the discussion of implications of MS on ongoing governance work in country offices.
- Support in fundraising for governance related work.
- Support in opening up global spaces for engaging on central issues for the region.