ANGOLA

EU COUNTRY ROADMAP FOR ENGAGEMENT WITH CIVIL SOCIETY

2014 - 2017

Approved by:	
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1   STATE OF CIVIL SOCIETY

1.1 ENABLING ENVIRONMENT

Basic legal rights

The legal framework in Angola is set by the Angolan Constitutional law, the law of associations and the NGO regulation. Although there has been an increase in the number of NGOs in the last decade, their role has been limited given the weak legal framework. The law of association (14/91) was the first to establish the basis of non-governmental organizations. According to this legislation, registration is mandatory for NGOs and CBOs. This process is very complex, lengthy and expensive, discouraging CBOs to register. Therefore most registered NGOs are national or international in nature.

The new Constitution reaffirms and strengthens the position and working space of civil society. However, the Law on Associations (14/91), which defines compulsory procedures for the juridical formalisation of the associations, has been under revision, with no outcome yet and lack of information about the state of affairs. Several civil society organisations, in particular those who have not been able to get full legalisation, identify the revision of this law as an urgent need.

Demonstrations organized by civil society organisations have faced obstacles, particularly those of a political nature. The Law on the right of assembly requires notification to the authorities before demonstrations are held. If authorities do not prove legal objections within 24 hours, a demonstration can go ahead. Nevertheless, in several cases, local authorities have prohibited demonstrations without clear legal grounds. Nonetheless, demonstrations have taken place more frequently since the approval of the new Constitution.

The Constitution also guarantees <u>freedom of the press</u> (art. 44) and the right is further developed in the national Media Law, but its implementation decree has been pending since the adoption of the law in 2006. The lack of regulation hampers the functioning of private media, since there are no clear criteria on the broadcasting and operating conditions.

In general, the situation of the media significantly differs between capital Luanda and the provinces, with much less diversity and availability in the provinces. The government restricted nationwide independent broadcasting through licensing laws (non-government radio stations could broadcast only in provinces where they physically established antennas).

Limited access to funding also constraints the development of private independent media. Angola media is currently concentrated in the hands of a few economic groups. In 2013, there were 13 privately owned weekly newspapers and eight Luanda-based commercial radio stations. All but one of these publications, Folha 8, were rumored to be owned by groups or individuals tied to the government.

Organisational and financial sustainability

In 2002 decree 84/02 (regulamento das organizações não governamentais) established the criteria for establishment of NGO/CBOs. The decree also defines their roles and duties, among which the controversial: obligation of reporting about their activities to the organism of governmental coordination (UTCAH), need of the NGO to refrain from "political and political party's actions", conditions for the

employment of expatriates, and coordinating role of the Ministry of Social Assistance and Reintegration. Some observers suggest that this decree limits the freedom of expression of the NGOs as compared to the law of 1991. Both the law and decree are under revision, however without a forecast on timetable and contents of this new legal framework.

The "Lei de utilidade publica" (Public utility law) grants associations access to funding and exempts them from taxation, however they must comply with the statuses of the above mentioned law.

Participation in public life

A decree law (02/07) of 3 January foresees the progressive implementation of decentralisation and deconcentration of public function through budget transfers to the peripheral levels of public administration. On the other hand, it also predicts the creation of CACS (Conselhos de Auscultação e Concertação Social) at local level– new spaces for dialogue between the administrators and citizens, where the latest can participate in the identification of the priority actions in their provinces and municipalities.

These should be an adequate entry point to promote civil society participation at the municipal and provincial level. But such forums are still not working as expected, mainly due to a lack of competent human resources, training and inclusive practices and a not sufficiently recognized role of each participant. Despite decentralization, government structures remain heavily centralized, with a strong top-down decision-making culture, with little scope for consultation or local participation.

Public participation and accountability is therefore weak. Most civil society organizations in Angola are incipient, and their capacity to exert influence or oversight on public policy issues is limited. Most civil society organisations are not yet able to play their role due to lack of capacities, in both human skills and organisational aspects, lack of strategy, recognition and coordination. Organisations are also fighting against the lack of funds.

These problems are recognised by the organisations themselves. There is a broad agreement that the local level is where new spaces are opening up which are relatively favourable to the influence of CS. However, most civil society, especially NGO, still did not switch from the emergency phase, when international funds and support were easily available, to a new development phase when a collaborative and professional approach is requested.

1.2 PARTICIPATION AND ROLES

During the period following the end of the armed conflict in 2002, civil society organisations have been the matter of diverse approaches by the Angolan government: their efforts and contribution to local development and social service provision have often been recognized, but there is a weak mutual trust (if not defiance) against their advocacy activities on national and local policies. Furthermore, there's an array of well-resourced civil organisations, informally linked to political parties, which fill in that space and give the impression of a participative and pluralist process.

Weak civil society participation in public life is an important impediment for strengthening accountability. The persistence of a reciprocal mistrust is a problem in this context, with organisations doing advocacy often perceived by the Government as political actors. It is difficult to establish foreseeable and constructive consultation processes between CSOs and the Government.

At the same time, information availability and communication flows needs to be improved, both within civil society organisations and with the authorities and especially at the provincial and municipal level, so that CSOs can actively engage and contribute to public policy debates.

Also in terms of community participation in procurement and budget monitoring of projects, experience is very limited and there have been practically no opportunities for civil society to participate in municipal-led projects.

Another factor contributing to the weakness of CSOs is the effect of brain drain that is becoming more common, as qualified staff from CSOs is recruited (some say co-opted) by the Government.

1.3 CAPACITY

Civil society in Angola is a very heterogeneous group, with:

- different territorial dynamics: high concentration in Luanda, asymmetries between the coast and the interior and in particular the eastern area, in conditions of isolation;
- differences in their capacity: traditionally low capacity but some capable NSAs emerging in specific thematic areas; and
- different relationships with the authorities at both central and local level: some organizations more prone to dialogue while others defining themselves out of the relational system.

While there has been a reduction in the number of active organisations, especially foreign, new actors are rising around new challenges of the political, social and economic development process.

Civil Society Organisations (CSOs) operate at four different levels. First level is grass-roots organisations or community- based organisations. They consist of informal groupings or ad-hoc organisations working in the immediate local context. Second level is organisations legally registered with appropriated statutes, working for the benefit of the populations or in service delivery, sometimes in collaboration with grass-roots organisations. Third level is geographic or thematic networks, including national associations, federations and thematic networks mandated to defend a common interest. Finally, fourth level is the highest level of CSO networking, made up of platforms or common dialogue fora for umbrella organisations and networks of the third level.

A mapping done in 2010, characterising Angolan CSO's according to their level of operation, highlights the following:

- <u>First level organisations</u>: characterised by their differentiation and diffusion and an apparent invisibility. There is an important lack of capacity and form, resulting in part of a weak "incubation" action and tutoring although there are some programmes in this area.

- <u>Second level organisations:</u> the first national[1] NGOs emerged in the 1980's and their main difficulties include a strong focus in service delivery and a relation of dependency with their partners, and therefore a weak sustainability due to a lack of strategy in the long term, which incites a brain drain.

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[1] According to UTCAH data, there are currently 447 national NGOs, 19 foundations and 4 religious organisations all legalised that belong to the 2nd level

- <u>Third level organisations:</u> new opportunities are arising with the process of decentralisation/deconcentration. A generational interchange is also starting with the appearance of new leaderships. However, these networks (thematic and sectorial) still have frail strategies and objectives and little representation of citizens/communities' priorities.

- <u>Fourth level organisations</u>. There is no functional platform at this level in Angola, due mostly to coordination problems. Some interesting experiences exist around large transversal themes[2] that managed to mobilise a large variety of actors.

In this context, there are <u>several challenges</u> for both civil society and the relationship between them and the authorities that need to be taken into account:

- The recognition of the importance of the citizenship and its consequences in terms of CSOs activities;

- The recognition of the civil society in its diversity, including those more prone to political advocacy;

- The institutional strengthening of CSOs;

- The strengthening of dialogue between the CSOs and the public entities/institutions and authorities;

- Increase participation of the CSOs in new economic and social development areas (research/information/technological innovation/job creation).

Therefore, it is important to continue supporting Angolan CSOs in the framework of capacity-building, improvement of communication and the promotion of dialogue so as to include civil society as an actor in the fight against poverty and promotion of good governance.

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[2] As is the case of the "Grupo de trabalho de monitoria de direitos humanos em Angola" which encompasses 21 organisations that focus on human rights issues or other platforms that appeared during the 2012 legislative elections to follow up on election issues.

2 CURRENT EU ENGAGEMENT

2.1 STRUCTURED EU DIALOGUE WITH CIVIL SOCIETY

The most common mechanism used for consultation with civil society is the EU Human Rights Group. It is composed of all the civil society/human rights focal points of EU Embassies present in the country. This group meets regularly with civil society organisations and human rights defenders. Heads of Mission and Political Officers also meet occasionally with civil society representatives.

Considering the small quantity of available funds from the Member States, it is clear that the Programme to Support Non State Actors (PAANE II) financed under the 10th EDF, represents a mechanism and a convergence point between Member States, to facilitate coordination of efforts in the line of the existing "road map on human rights" promoted by the EU Delegation.

Within the context of EU programming, several meetings with civil society are organised by the EU Delegation. The information is provided in advance to allow for CSOs to prepare for their contribution. On-line and media platforms of consultation are not the most adequate taking in consideration the problems of connectivity to Internet throughout the country and the lack of capacity of organisations to use these tools; instead, direct and presence consultations, preferably oral and not written, are better.

2.2 POLICY DIALOGUE FOR AN ENABLING ENVIRONMENT

The renewed political dialogue between the EU and the Angolan government, through the signature of the Joint Way Forward agreement in 2012, also allows for a stronger role in advocating a better environment for CSOs.

Since its signature, political dialogue has improved with the Angolan authorities. Important issues related to human rights were raised in meetings (JWF Ministerial in 2014, local meetings with Foreign Affairs, Justice, Territorial Administration) and at a lower level with the Ministry of Justice and Human Rights, the Secretary of State on Human Rights, and mainstreaming of specific situations related to the enabling environment for civil society in bilateral dialogues with other ministries.

2.3 MAINSTREAMING CIVIL SOCETY

Regular consultations to civil society organisations are organised especially in what concerns the programming process of the EU Delegation. They are systematically consulted and are presented with the information related to the focal sectors and main cooperation implementation strategy.

In Angola, the Delegation applies the "project approach" to all programmes. Civil society organisations are often included as one of the implementers and/or stakeholders of the projects. For example: The "Vulnerable Groups" Project (APROSOC) foresees the strengthening of Civil Society Organisations supporting vulnerable groups so that they may better represent these groups with regards to improving the social service delivery of the government of Angola. Moreover, NGOs and CSOs will be used to support the roll-out of the new national social assistance policy of Angola to ensure that it better reflects the needs of communities; the Programme to Support Non State Actors (PAANE) has selected 4 local CSOs that operate as provincial antennas for the programme. The main objective of this last programme is to reinforce the role of local civil society as advocacy actors.

The core strategy of the EU Delegation to support civil society is based on the articulation between geographic and thematic programmes. Support to a civil society programme (Programme to support non state actors - PAANE I and II) started under the 9th EDF and currently funded under the 10th EDF, will continue under the 11th EDF. The aim of this programme is to support comprehensive capacity building actions to CSOs based on a mix of approaches (training, mentoring, coaching, on the job training, etc) aimed at both institutional and organisational development and improved networking. This programme has to be seen as a supporting mechanism of civil society along with other geographic programmes such as the "Angola social action fund (FAS)" which is also financed under the 10th EDF and has played an influential role in the country's legal framework for decentralisation and civic participation. This programme has focused on the strengthening of capacities of public entities through participatory planning, management and monitoring of basic public service delivery and expenditure management. The strengthening of relations between Local authorities and CSOs are also foreseen in this programme.

The thematic instruments (CSO-LA but also EIDHR) will continue to support specific mechanisms of articulation within civil society and between CSOs with local authorities. The CSO – LA thematic programme encourages a concentration of efforts on improving local governance.

2.4 COORDINATION

EU Delegation and Member States coordinate regularly at all levels (Heads of Cooperation, Economic Councellors, Consular and Security Affairs, Cultural Affairs, Heads of Political Sections and Heads of Mission). Civil society matters are discussed with some regularity especially when they relate to the programmes or any action taken publicly.

EU actions (including EU MSs) have been undertaken mainly providing financial assistance to local or international organizations active in these fields. EU funding is, for many organizations, one of the only resources they can rely on in order to ensure the continuation of their activities. Among other international partners, Norway, USA and UN agencies are among the most active in Angola.

Coordination with other donors active in the sector has been active throughout the implementation of the Programme to Support Non State Actors. Parallel programmes funded by other donors (Spain, The Netherlands, France, USAID, the World Bank or UNDP) confirm the relevance of the actual project especially in terms of need for a continued support to the existing dynamic of the Angolan civil society but within the changed framework since the end of the armed conflict and of the emergency phase. Spain has co-financed this programme and signed a transfer Agreement with the EU. However, since the formulation of the programme, the funding available from MS has been decreasing every year.

Furthermore, several of the projects financed under the CSO-LA and EIDHR budget lines are co-financed by Member States.

2.5 LESSONS LEARNT
- The new programmes should support multisectoral meetings between CSOs, LAs, Ministries and continue to support capacity building of CSOs through classic capacity building programmes and find other innovative instruments (for ex. Legal consultant addressed to CSOs specifically).

- The new programmes should reflect the role of autarchies since local elections are to take place in the near future. This will allow CSOs to engage sturdier in monitoring public policies at the local level.

- Reinforce already existing mechanisms that allow for the participation of CSOs at local level (ex of *Conselhos de Auscultação e Concertação Social* and *Conferência Nacional da Sociedade Civil)*

- Better coordination between EU Delegation, EU MS and other international donors

- Simplify procedures of support to civil society organisations

- Capitalise results of programmes and projects;

- Better interaction between thematic and geographic programmes.

3 PRIORITIES

PRIORITY 1:

Priority: Angolan civil society organizations as active actors in the dialogue with local and national authorities reinforced

Indicator: Number of actors trained to improve capacity of civil society organisations to monitor and follow up on implementation of public policies at national and local level

Indicator: Number of CSOs that participate in local CACS

PRIORITY 2:

Priority: Networks of civil society organisations enhanced and improved

Indicator: Number of CSOs from different levels involved in CS networks and platforms

PRIORITY 3:

Priority: Capitalise and support information sharing and communication circuits between CSOs

Indicator: Number of CSOs involved in activities of communication and information sharing directed to other national and international CSOs

PRIORITY 4:

Priority: Mechanisms to support media involvement in development issues are established

Indicator: Number of websites and facebook pages managed by CSOs; number of community radios reporting on civil society events; number of community newspapers reporting on civil society events

4   ACTIONS

Action tables

Priority 1
Angolan civil society organizations as active actors in the dialogue with local and national authorities reinforced

Indicator(s)
• Number of actors trained to improve capacity of civil society organisations to monitor and follow up on implementation of public policies at national and local level • Number of CSOs that participate in local CACS

Actions:

A. Analysis: Studies, mappings and research
Mid term and final evaluation of Programme to Support Non State Actors II. This evaluation will provide data on this issue since it is one of the specific objectives of the programme. (EUD) 1. Formulation of the 11th EDF Programme to support civil society. This mission will have to analyse the current situation on this issue and will provide data. (EUD) 2. Compilation of history of *Conferência Nacional da Sociedade Civil* (Processo of national civil society conference) through PAANE programme (EUD) 3. Capitalisation study of NSAPVD programme in Angola to recollect best practices, examples and lessons learned from all the past NSA-LA projects that are being implemented with a decentralisation perspective at the local level. (EUD)

A. Policy dialogue, consultation and facilitation
Stakeholders: Civil society organisations, local and national authorities, Joint Action: - Joint visits by EU Heads of Mission to significant provinces with particular problems related to the enabling environment for civil society. EUD proposes and MS join; - Visibility actions on special events and international days (thematic days, Conferences, local statements, etc.);

B. Funding: Operational support including mainstreaming
The Delegation's proposal is to continue through the 11th EDF programme what the Programme to support non state actors (PAANE) has been doing since the 9th and 10th EDF + EIDHR and NSA LA budget lines.

The PAANE was able to promote a good dynamic within civil society for the past 6 years. It intended to support civil society in switching to a new paradigm by reinforcing their institutional and advocacy capacities. The PAANE programme uses a cascade modality of financing to CSOs. It funds 4 provincial operators which in turn give re-granting to local Community based organisations. The thematic programmes have encouraged a concentration or efforts on improving local government through the financing of more specific activities.

Priority 2

Networks of civil society organisations enhanced and improved

Indicator(s)

Number of CSOs from different levels involved in CS networks and platforms

Actions:

A. Analysis: Studies, mappings and research

1. Mid term and final evaluation of Programme to Support Non State Actors II. This evaluation will provide data on this issue since it is one of the specific objectives of the programme. (EUD)

2. Formulation of the 11th EDF Programme to support civil society. This mission will have to analyse the current situation on this issue and will provide data. (EUD)

3. Compilation of history of *Conferência Nacional da Sociedade Civil* (Processo of national civil society conference) through PAANE programme (EUD)

4. Capitalisation study of NSAPVD programme in Angola to recollect best practices, examples and lessons learned from all the past NSA-LA projects that are being implemented with a decentralisation perspective at the local level. (EUD)

A. Policy dialogue, consultation and facilitation

Stakeholders: EU Delegation, EU Member States, UN agencies, local and national authorities, Civil society organisations, existing platforms and networks of civil society organisations (for ex. Syndicates of public servants like teachers; National conference of civil society processes, Group on monitoring of human rights, etc)

Coordination by EUD and EU MS on preparation by all stakeholders for the UN Universal Periodic Review on the State of Human rights in the country

B. Funding: Operational support including mainstreaming

The Delegation's proposal is to continue through the 11th EDF programme what the Programme to support non state actors (PAANE) has been doing since the 9th and 10th EDF + EIDHR and NSA LA budget lines. The PAANE was able to promote a good dynamic within civil society for the past 6 years. It

intended to support civil society in switching to a new paradigm by reinforcing their institutional and advocacy capacities. The PAANE programme uses a cascade modality of financing to CSOs. It funds 4 provincial operators which in turn give re-granting to local Community based organisations. The thematic programmes have encouraged a concentration or efforts on improving local government through the financing of more specific activities.

Priority 3
Capitalise and support results information sharing and communication circuits between CSOs

Indicator(s)
Number of CSOs involved in activities of communication and information sharing directed to other national and international CSOs

Actions:

A. Analysis: Studies, mappings and research

1. Mid term and final evaluation of Programme to Support Non State Actors II. This evaluation will provide data on this issue since it is one of the specific objectives of the programme. (EUD)

2. Formulation of the 11th EDF Programme to support civil society. This mission will have to analyse the current situation on this issue and will provide data. (EUD)

3. Compilation of history of *Conferência Nacional da Sociedade Civil* (Processo of national civil society conference) through PAANE programme (EUD)

4. Capitalisation study of NSAPVD programme in Angola to recollect best practices, examples and lessons learned from all the past NSA-LA projects that are being implemented with a decentralisation perspective at the local level. (EUD)

A. Policy dialogue, consultation and facilitation

Stakeholders: Civil society organisations, local and national authorities, EU Delegation, EU Member States, UN agencies,

Joint Action: Supporting CSO's active participation in conferences and thematic events; use of social media to support the publication of CSO's reports and activities

B. Funding: Operational support including mainstreaming

The Delegation's proposal is to continue through the 11th EDF programme what the Programme to support non state actors (PAANE) has been doing since the 9th and 10th EDF + EIDHR and NSA LA budget lines. The PAANE was able to promote a good dynamic within civil society for the past 6 years. It intended to support civil society in switching to a new paradigm by reinforcing their institutional and advocacy capacities. The PAANE programme uses a cascade modality of financing to CSOs. It funds 4

provincial operators which in turn give re-granting to local Community based organisations. The thematic programmes have encouraged a concentration or efforts on improving local government through the financing of more specific activities.

Priority 4

Mechanisms to support media involvement in development issues are established

Indicator(s)

Indicator: Number of websites and facebook pages managed by CSOs; number of community radios reporting on civil society events; number of community newspapers reporting on civil society events

Actions:

A. Analysis: Studies, mappings and research

1. Mid term and final evaluation of Programme to Support Non State Actors II. This evaluation will provide data on this issue since it is one of the specific objectives of the programme. (EUD)

2. Formulation of the 11th EDF Programme to support civil society. This mission will have to analyse the current situation on this issue and will provide data. (EUD)

3. Capitalisation study of NSAPVD programme in Angola to recollect best practices, examples and lessons learned from all the past NSA-LA projects that are being implemented with a decentralisation perspective at the local level. (EUD)

A. Policy dialogue, consultation and facilitation

Stakeholders: Civil society organisations, Press, radios (community radios and community newspapers) EU Delegation, EU Member States, UN agencies,

Joint Action: Supporting CSO's active participation in conferences and thematic events; use of social media to support the publication of CSO's reports and activities

B. Funding: Operational support including mainstreaming

The Delegation's proposal is to continue through the 11th EDF programme what the Programme to support non state actors (PAANE) has been doing since the 9th and 10th EDF + EIDHR and NSA LA budget lines. The PAANE was able to promote a good dynamic within civil society for the past 6 years. It intended to support civil society in switching to a new paradigm by reinforcing their institutional and advocacy capacities. The PAANE programme uses a cascade modality of financing to CSOs. It funds 4 provincial operators which in turn give re-granting to local Community based organisations. The thematic programmes have encouraged a concentration or efforts on improving local government through the financing of more specific activities.

5   DASHBOARD

Country: ANGOLA		
Process		
Area	Indicator	Achievement
Involvement of Member States in Roadmap elaboration	Member States present in the country are actively involved in the elaboration of the Roadmap	The Member States and other donors (USA, Norway and PNUD) were invited to the consultation meetings with civil society.
Consultation with local civil society	The Roadmap has been prepared on the basis of consultations with a broad range of local CSOs respecting principles of access to information, sufficient advance notice, and clear provisions for feedback and follow-up.	Three broad consultation meetings were organised with Civil society organisations.. Each group of organisations represented a different theme: Group1) Services delivery (monitoring national State budget; municipal State budget; decentralization process, etc); Group2) Public policies monitoring; participation in public life; Group3) Entrepreneurship, economic development
Joint actions	Member States present in the country are actively involved in the implementation of the Roadmap priorities	