EU COUNTRY ROADMAP FOR

ENGAGEMENT WITH CIVIL SOCIETY

2014 - 2017

ZIMBABWE

Introduction

This document is the result of an extensive exercise undertaken in Zimbabwe by the Delegation of the European Union to the Republic of Zimbabwe, in collaboration with EU Member States and civil society organizations in the country, in particular the umbrella organization NANGO[1] in the months of March to June 2014.

The sources of the information contained in this document are a **literature and document review** that was complemented by a **survey** that was undertaken through a questionnaire disseminated throughout the country, to which 85 local CSOs and 7 iNGOs working in Zimbabwe responded[2], as well as a wide **consultation process with local civil society** comprising 15 consultative meetings[3] held in five cities of the country around regional and thematic specificities where over 200 CSOs participated, which helped informing Section 1 of the Roadmap document ("State of Civil Society").

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[1] NANGO is the National Association of Non-Governmental Organisations of Zimbabwe. More information is provided in Section 1.3 "Capacity: Organisation, coordination and collaboration", page 16.

[2] A list of organisations who have responded to the questionnaire is provided as an Annex to this document.

[3] The five regional consultative meetings took place in Harare (Northern Region), Mutare (Eastern Region), Masvingo (Southern Region), Gweru (Central Region), Bulawayo (Western Region). The nine thematic meetings took place in Harare and covered the following themes: labour/trade unions, employers' organisations/ business, women's organisations/gender, faith-based organisations and the church, persons living with disabilities, governance and human rights, environment, youth sector, health. One meeting was held with international NGOs.

Contributions from Member States were crucial in complementing the EU Delegation's information for Section 2 on "Current EU Engagement with Civil Society". Consultations with both civil society and Member States were central in defining Priorities, Actions and Indicators for the next years of EU support to civil society in Zimbabwe (Sections 3, 4 and 5).

We believe that this process could not have come at a more appropriate time for both the EU and civil society in Zimbabwe. The context of EU-Zimbabwe relations is quickly changing from a time of restricted cooperation due to the application since 2002 of Article 96 of the Cotonou Agreement to a progressive normalisation of relations with the Government. While the Roadmap document was drafted, consultations with the Government of Zimbabwe, as well as civil society, around the approval of a National Indicative Programme were held.

At the same time, civil society is undergoing a reflection and strategy process to more effectively engage the government in order to influence decision-making processes.

In this new context, it is time to think of a way forward where the EU has a more structured dialogue with civil society, as well as the Government of Zimbabwe, on crucial development issues.

Finally, the **EU considers CSOs to include all non-State, not-for-profit structures, non-partisan and non–violent**, **through which people organise to pursue shared objectives and ideals, whether political, cultural, social or economic**. Operating from the local to the **national, regional and international** levels, they comprise urban and rural, formal and informal organisations including non-governmental organisations, faith-based organisations, foundations, research institutions, trade unions and employers' organisations, cooperatives, professional and business associations, and the not-for-profit media[4].

1. STATE OF CIVIL SOCIETY

The political and economic crisis in Zimbabwe experienced from the late 1990s onwards was key in fomenting political agitation that led to the emergence of a contested national political space with civil society organizations leading the national clamour to expand the constitutional space to protect and defend the social, economic and political liberties and rights of the citizenry. These increased demands for democratic space and reforms in Zimbabwe led the State to target CSOs through legislative and administrative interference through a number of regulatory initiatives that are still in force after a new Constitution entered into force in March 2013.

In 2008, the result of the parliamentary election marked the end of one-party rule in Zimbabwe that had continued since Independence in 1980. The Global Political Agreement (GPA) signed later that year resulted in a Government of National Unity, and the former ruling party was, for the first time, faced with the reality of sharing power. Zimbabwe's GPA was signed by the then ruling ZANU-PF and the two opposition Movement for Democratic Change parties, MDC-T and MDC-N. It was intended to prepare the political process for a generally acceptable election after the violent debacle of the June 2008 presidential run-off elections, which had followed ZANU-PF's defeat in the March 2008 polls.

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[4] From: Communication from the European Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions "The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations", COM(2012) 492 final, Brussels, September 2012, page 3.

The GPA was marked by severe contestations all too characteristic of the battle for the State that constituted the politics of the agreement. At almost every stage of the implementation of the agreement, intense conflicts over its interpretation left their debris on the political terrain, at the heart of which was the meaning of 'sovereignty'[5]. Civil society was deeply embedded in this confrontational environment. Relations between the State and CSOs were constrained due mainly to mutual mistrust and hostility, in a context where civil society was often regarded by the State as an extension of opposition parties and therefore antagonistic to the government, driven by donor agendas and availability of funding, weakly linked to the citizens' constituency and highly political.

Making a new Constitution was one of the deliverables of the Global Political Agreement. The constitutional referendum held in March 2013 approved a text that was prepared in an inclusive mode under the GPA, with all political parties as well as civil society playing a role in the process. The Government of National Unity (GNU) came to an end after presidential and parliamentary elections were held peacefully on 31st July 2013.

Civil society confronted the dominant party about the electoral results, moreover, there were fears among the organisations that the **operational space might end up being limited** in a post-electoral panorama where ZANU-PF's has more than two thirds majority in Parliament and full control of the Cabinet, and opposition parties are now weaker, particularly the main one, MDC-T, that has since elections been facing challenges that have divided and debilitated the party even more. However, while the GNU period was distinguished by an atmosphere of mistrust that manifested itself in continued surveillance, threats, and victimization of CSOs, especially those working in the areas of governance, human rights and democracy, since elections 2013 **ZANU-PF has so far displayed some gestures towards tolerance and disposition to engage with CSOs**, as well as the international community. For instance, Zimbabwean CSOs were consulted in the process of preparation of the *Zimbabwe Agenda for Sustainable Socio-Economic Transformation* (Zim Asset) in the last quarter of 2013.

One has to remember that there are some restrictive regulations still in place. The *Public Order and Security Act (POSA)* enacted in 2002, with subsequent amendments in 2004 and 2005, and the *Access to Information and Protection of Privacy Act (AIPPA)* also enacted in 2002 with amendments in 2003 and 2004, are two ready examples of laws that emerged in response to the growth of a civil society[6], and which, according to civil society organisations in the country, as well as the Freedom House's reports on Zimbabwe[7], limit *de facto* the operating environment for CSOs undermining the civil liberty and freedom of association.

The economic challenges faced by Zimbabwe over the past few years, in addition to draining most of the government departments' resources and role, have also provided for an even more difficult

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[5] Brian Raftopoulos, *The 2013 Elections in Zimbabwe: The End of an Era*, Journal of Southern African Studies, 2013.

[6] From: NANGO 'Baseline Assessment of the Current Legal and Regulatory Framework Regulating the operations of Civil Society Organisations in Zimbabwe' September 2013, pages 1-2.

[7] http://www.freedomhouse.org/report/countries-crossroads/2012/zimbabwe#.U6KXvXeF98E

environment for civil society to work in, particularly in terms of fundraising[8]. However, space often opened up in a context of crisis allowing for civil society to operate for instance in the area of humanitarian assistance, as well as service delivery, where the State has often failed to fulfil its citizens' needs.

Despite the onerous political, legislative and socio-economic context it has been embedded in over the past few years, civil society in Zimbabwe can be considered robust and diverse[9], particularly when compared to other countries in the Southern African region. Around 993 CSOs are presently registered as Private Voluntary Organisations (PVOs) in Zimbabwe. They compose a diversified community ranging from humanitarian charities and community-based organisations, to developmental NGOs complementing the government in service delivery, and governance-oriented civic associations. CSOs operate in several fields including: peace building, human rights protection, research and analysis, media and information dissemination, youth and women sectors, transitional justice, democratisation, elections support, environment and natural resources management, health, disability. Their duty covers also critical watchdog functions in the democratic governance arena such as election monitoring, political violence monitoring, corruption monitoring and tracking public opinion. The Civil Society Organisations (CSOs) sector in Zimbabwe, however, is not operating yet in a fully conducive political and socio-economic environment.

1.1 Enabling environment

Basic Legal rights

The new Constitution of Zimbabwe, which was adopted in May 2013, contains a number of new provisions that could potentially enlarge the operational space for civil society in the country. Amongst them, the respect for the rule of law and fundamental rights and freedoms: the freedom to assembly and association, conscience, expression and freedom of the media (a novelty), freedom to demonstrate, and petition and access to information. Moreover, there is a duty by the State to respect the rights set out by the Constitution. It includes the **duty to respect, promote, protect and fulfil the rights and freedoms** as they are set out in the declaration.

The **right to freedom of assembly and association** is provided in Section 58 of the new Constitution and it provides that everyone *has the right to assembly and association and the right not to be compelled to belong to an association or attend a meeting or gathering*. The freedom of expression has been expanded in the new Constitution to include the **freedom of the media**[10].

These rights are likely to provide a better protection for CSOs **if the provisions of the Constitution are applied**. However, according to Amnesty International, as well as other international and national civil society organisations, one year after the new Constitution was signed into law

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[8] More about the economic situation and its impact on civil society can be found in the upcoming sub-chapter "Organisational and financial sustainability".

[9] From: Zimbabwe at the crossroads: Challenges for civil society by Eldred Masunungure.

[10] From: NANGO 'Baseline Assessment of the Current Legal and Regulatory Framework Regulating the operations of Civil Society Organisations in Zimbabwe' September 2013, page 9.

promising improved civil liberties for all, *the government has failed to amend or repeal all the laws rendered unconstitutional and continues to use these laws to repress people exercising their rights in Zimbabwe*[11]. This is the case for instance of the AIPPA and POSA laws enacted in 2002, as explained below.

Registration

Civil Society Organisations (CSOs) in Zimbabwe are governed mainly by the **Private Voluntary Organisations Act** [Chapter 17:05] (PVOs Act). The Minister of Labour and Social Services administers the PVO Act, for the registration and de-registration of PVOs.

CSOs can also either be registered as **Trusts** in terms of the Deeds Registries Act [Chapter20:05], which allows the Registrar of Deeds to register notarial deeds in donation or in trust. Trusts are dealt with by the Department of Deeds, Companies and Intellectual Property, which is administered by the Ministry of Justice and Legal Affairs[12]. Trusts typically have unlimited objectives which are often intended to benefit an identifiable constituency.

Organisations can also operate as unregistered voluntary associations or organisations, known as **universitas**, in terms of the common law[13]. These entities have members, a constitution and activities that are entirely for the benefit of its members. Such an entity is excluded from registering under the PVO Act.

A private voluntary organization (PVO) is defined as "any body or association of persons, corporate or unincorporate, or any institution, the objects of which include or are one or more of the following:
. The provision of all or any of the material, mental, physical or social needs of persons or families;
. The rendering of charity to persons or families in distress;
. The prevention of social distress or destitution of persons or families;
. The provision of assistance in, or promotion of, activities aimed at uplifting the standard of living of persons or families;
. The provision of funds for legal aid;
. The prevention of cruelty to, or the promotion of the welfare of, animals (…);
. Such other objects as may be prescribed;
. The collection of contributions for any of the foregoing." [14]

Registration of CSOs in Zimbabwe as primarily provided for by the Private Voluntary Organizations Act (PVO Act) is mandatory, "registration" being the final process in the establishment of an

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[11] http://www.amnesty.org/en/news/zimbabwe-anniversary-new-constitution-no-cause-celebration-2014-05-22.

[12] From: NANGO 'Baseline Assessment of the Current Legal and Regulatory Framework Regulating the operations of Civil Society Organisations in Zimbabwe' September 2013, page 53.

[13] From: NANGO 'Baseline Assessment of the Current Legal and Regulatory Framework Regulating the operations of Civil Society Organisations in Zimbabwe' September 2013, page i.

[14] Private Voluntary Act, Section 2.

organisation, the process by which the CSO is given legal status[15]. The legal framework applicable to PVO contains **several legal barriers** relating to establishment and registration, while for trusts and universitas law is less strict.

In fact, the PVO Act provides for very complex registration[16]. Zimbabwean CSOs claim that, in the absence of an established criterion for the evaluation of applicants, the process becomes more of a subjective evaluation.

Moreover, the waiting list within the Department of Social Services (DSS) is long. Applicants PVOs might even wait more than a year to get registered. Therefore, some of the organisations opt to register as Trusts and not PVOs since it takes less time[17]. This has sometimes proved to lead to more complications afterwards as some organisations' representatives have been take into court by the State over the past few years with allegations of running an "unregistered" organisation under the PVO Act (see Abel Chikomo's case 2011-2013[18]).

Foreign civil society organizations that seek to operate in Zimbabwe, in particular by undertaking work of a humanitarian nature or whose objectives are covered under the PVO Act, are required to register as such. Most international organizations thus operate as registered PVOs and have a direct memorandum of understanding (MoU) or cooperation with the relevant Government Ministry, usually both at national and local level. An international NGO also needs to file its application with the Registrar of PVOs. The application documents must include, among other requirements, curriculum vitae and an Interpol or local police clearance certificate for the country representative[19].

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[15] From: NANGO 'Baseline Assessment of the Current Legal and Regulatory Framework Regulating the operations of Civil Society Organisations in Zimbabwe' September 2013, page 17.

[16] Once an application has been lodged, the applicant PVO must publish in a local paper, at its own expense, a notice as prescribed by the PVO Act calling for persons with objections to lodge them with the Registrar of PVOs within the prescribed time limit. Once the registration papers are lodged with the Registrar of PVOs, who is ordinarily the Director of Social Welfare in the Ministry of Labour and Social Welfare, the application forms are then submitted to the Private Voluntary Organizations Board (PVOB). The PVOB can reject an application if the organization appears unable to abide by the objectives stated in its application or if the constitution and management of the organization fail to comply with the PVO Act. There are no transparent criteria set up in the Act. Therefore, the denial of registration relies on the discretion of the Board. Any organisation, whose application has been rejected, can appeal to the Minister who can either confirm or set aside the decision of the Board.

[17] NANGO, EU CSO Roadmap Consultative Meeting Report, Governance and Human Rights Cluster, Rainbow Towers, Harare- 29 April 2014.

[18] For more information see: http://www.actsa.org/newsroom/2013/11/zimbabwe-director-of-zimbabwe-ngo-human-rights-forum-acquitted-on-charge-of-running-an-unregistered-organisation/.

[19] http://www.icnl.org/research/monitor/zimbabwe.html.

Regulation and other legal aspects

In addition to the legal restrictions set up by the PVO Act, Zimbabwean CSOs are subjected to a whole spectrum of legislation, executive action, administration, police procedure, extra-legal dispute resolution and case law that, once applied, can seriously affect their operating environment.

Through the *Unlawful Organisations Act* the President can declare an organization to be unlawful "in the interests of defence, public safety or public order". This is an easy way to interfere with the running of an organization by prohibiting or calling the members of the executive or members of the organisation to relinquish their duties or membership of such an organisation[20].

The *Public Order and Security Act (POSA)* and *Access to Information and Protection of Privacy Act* (AIPPA), both enacted in 2002, further limit the operating environment for CSOs. In particular, the *Public Order and Security Act (POSA)* confers on the police several powers that might be used to undermine civil liberty and the collective right of citizens to assemble and associate.

Moreover, in 2004, there were attempts at legal reforms by the government through the elaboration of an *NGO Bill* whose the official purpose was to provide for "an enabling environment for the operations, monitoring and regulation of all non-governmental organisations"[21]. The Bill, which was enacted by Parliament but never approved by the President, was strongly opposed by civil society organizations in the country for potentially violating the right to freedom of association. If in force, it would significantly extend government control over organizations provided for in the current Private Voluntary Organizations (PVO) Act, which it seeks to repeal[22].

In addition to this, in October 2012 and June 2013, there were amendments to the Electoral Act, which sought to bar CSOs from conducting any form of voter education, without accreditation from the Zimbabwe Electoral Commission. Reproduction and distribution of any forms of the voters' roll was also criminalized.

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[20] From: NANGO 'Baseline Assessment of the Current Legal and Regulatory Framework Regulating the operations of Civil Society Organisations in Zimbabwe' September 2013, page 21.

[21] From: NANGO 'PVO Amendment Bill sponsored by NANGO', September 2013, page 1.

[22] For instance, the Bill denies local NGOs that are involved in "issues of governance" access to foreign funding (clause 17) and prohibits the registration of foreign NGOs engaged in "issues of governance"(clause 9). "Issues of governance" are defined by the Bill to include "the promotion and protection of human rights and political governance issues". Like the PVO Act, the Bill gives the Minister of Public Service, Labour and Social Welfare absolute control over the appointment of the NGO Council, which decides on registration and de-registration. The Minister and the NGO Council, however, acquire new powers that they did not have under the PVO Act. New burdens are placed on non-governmental organizations, including that they must register annually and pay annual registration fees. The NGO Bill provides for an appeal process in some areas, making this the singular improvement compared with the PVO Act. However, as in the PVO Act, there is no right of appeal, other than to the Minister, for organizations that seek to challenge NGO Council decisions on registration and de-registration22. Many Clauses of the NGO Bill violate the freedom of association enshrined in the newly approved Constitution of Zimbabwe and numerous regional and international agreements that the Government of Zimbabwe has signed, including the International Covenant on Civil and Political Rights.

Finally, most organisations in Zimbabwe during the consultations held in the framework of the Roadmap process claimed that their operational space is additionally limited by the requirement to receive authorisation to hold activities in the field. Even after a CSO has registered with the competent line Ministry for its sector of work, it still very often is required to contact local authorities in the area where it intends to operate and sign an additional Memorandum of Understanding (MoU) and/or receive authorisation before deploying its activities[23]. This can delay the beginning of activities and sometimes the local authorities or the police can also deny their regular execution.

Organisational and financial sustainability

The difficult political environment and the scars left by the **economic collapse** of 2000-2008 in Zimbabwe have restricted civil society's potential to engage in, and meaningfully contribute to an effective debate around the country's development path. Civil society in Zimbabwe has very **limited access to domestic funding** and most organisations have for long time relied on the international community for funding and other material resources, which has constantly reduced their sustainability, as well as the accountability to members. In terms of capacity, civil society has, similarly to government, suffered from the **exodus of skilled human resources** out of the country.

A common understanding of civil society's role is lacking, leading to inconsistencies and contention in locating the functions of civil society, especially in relation to Zimbabwe's polarized political environment. The absence of a common understanding about the role of civil society has often led to accusations, particularly by the dominant party, of civil society's amenability to being overly influenced by external actors, such as political parties and international donors, and used for external agendas.

Another challenge that some CSOs face in defining their own agenda is the **lack of membership-based** agenda setting, as the result of active consultation with citizens on their common interests, as well as issues that they identify as their priority. In Zimbabwe, politicians and other public officials respond more intently to representative groups that seem to have credibility and mandate from sizeable numbers of citizens and citizens groups, as these are also part of the electorate which they aim to appease.

From a legal point of view, there are **no limitations** in the ability of CSOs **to obtain foreign funding** from any particular source. Regarding investment and generating income through economic activity, there are no restrictions or limitation indicated in the PVO Act. From a practical perspective, CSOs generate income in a variety of ways, such as selling publications at nominal costs and through consultancies for fees. It is expected, however, that funds generated from economic activity be used for non-profit purposes of the CSO [PVO Act, Section 10].

Zimbabwean law does not provide any special "public benefit" or tax-exempt" status for CSOs. However, according to the Income Tax Law, all CSOs are generally exempt from taxation on donations and grants received, as well as membership dues.

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[23] Source: several reports of the Roadmap consultative meetings held in April and May 2014 between the EU and civil society.

Participation in public life

In the survey held among CSOs in Zimbabwe in the months of April and May 2014, the majority of organisations stated that authorities are 'somewhat open' to effectively involve civil society in the elaboration of national and sectorial policies (61 answers out of 90), 17 answered 'open', and 4 organisations answered 'not open at all'.

The involvement of CSOs by the authorities in the elaboration of national policies in Zimbabwe is in fact quite limited, particularly due to a historic background of mutual mistrust between civil society and the State, and especially in sectors that used to be considered as politically sensitive. As stated before, however, after ZANU-PF's electoral victory in 2013, parts of Government have been more open to consultations with civil society, in particular in light of the difficult economic situation, as for the ZIM ASSET[24] process. In some sectors, such as the Health Sector, CSO participation has existed for longer time and at various levels (policy formulation, service delivery, etc.). The basis for this has been the official acknowledgment of community participation as a main actor in the provision of primary healthcare[25].

Consultation in sectoral policies formulation might occur but they are very limited. In few cases, CSOs were allowed to directly interact with relevant government Ministries and influence public legislation. This was the case during the development of the **Domestic Violence Act** in 2006-2007 when the Women movement succeeded in effectively lobbying government officials, as well as in pushing for women rights in the Constitution in more recent years. During **reforms of the Wills and Inheritance Act**, CSOs were also actively engaged. Ad hoc multiple stakeholder consultations and dialogues sometimes take place including on governance-related matters i.e. the Constitution-making process, Universal Peer Review (UPR) process. However, according to civil society in the country, these are to be considered sporadic cases, after which CSOs often complain not to receive any feedback on the outcome of the process.

There are a number of multiple stakeholder platforms in Zimbabwe that foster result-oriented dialogue. At national level, the **UN Cluster meetings** have provided a platform for stakeholder dialogue, including civil society (e.g. Water and Sanitation Cluster, Agriculture and Irrigation Cluster, Agriculture Working Group, Food Security and Nutrition Cluster and Education Cluster). At local level, NGOs forums meet regularly with local authorities, particularly if involved in the area of service delivery and humanitarian assistance. However, the real effectiveness of these processes is affected by poor resources and poor capability of human resources on both sides.

Free, clear and accessible flows of information on matters of public interest are guaranteed by law in Zimbabwe. In particular, Article 62 of the new Constitution states that "*every Zimbabwean citizen or permanent resident, including juristic persons and the Zimbabwean media, has the right of access to any information held by the State or by any institution or agency of government at every level, in so far as the information is required in the interests of public accountability*". In practice, however, there are limitations due mainly to the lack of harmonization between the different laws that impede access to information and the Constitution. For example, the Access to Information Privacy and

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[24] The *Zimbabwe Agenda for Sustainable Socio-Economic Transformation* published by the Government of Zimbabwe in October 2013.

[25] Abstract from NANGO/EU CSO Roadmap Consultative Meeting Report, Health Sector, 6 May 2014.

Protection Act (AIPPA) imposes cumbersome ways to access information, containing provisions that restrict freedom of speech and press.

In specific sectors, such as the mineral sector, the laws in place do not compel the government to disclose information to the public, as is the case for the Mines and Minerals Act (1961), although in recent times the Ministry of Mines has been informing the public on diamond tenders as well as holding press conferences to inform stakeholders on new developments. Civil society organizations active in the sector have been lobbying for a new minerals law that compels government to publish mining information such as contracts, identity of investors, revenues etc. given the importance of disclosing information in this specific area.

1.2 Participation and roles

In this Section, the roles and level of participation of the Zimbabwean civil society in a number of areas that are crucial for the European Union (see EC Communication…) are analysed. These areas are: public policy formulation; transparency and accountability; service delivery; inclusive and sustainable growth; conflict prevention, peace-building and state-building.

Participation in public policy formulation

"There is room for all stakeholders to participate in the policy framework. However, civil society's participation is not always taken into account. There is not enough room for civil society to manoeuvre the policy cycle. The participation of civil society in the policy dialogue is not usually by invitation but rather through 'bulldozing'."[26]

Most of the organisations consulted in the process of this Roadmap have acknowledged participating in consultative processes at the Ministerial level in areas such as humanitarian aid, education and health care, HIV and AIDS policies, rights of children and women, as well as of people living with disabilities, succeeding in raising their voice at the time of formulating policies in these areas[27]. Many of them also took part in the Constitution-making process that resulted in the approval of a new Constitution in March 2013 by referendum. CSOs contributions are often requested to develop ad hoc legal framework on issues of particular importance (e.g. Human Trafficking Bill, CAADP process, and more recently the ZimAsset). CSOs are active in participating in meetings aimed at debating policies and reform laws. They also attend Portfolio Committees in Parliament; submit position papers, and recommendations to authorities. In spite of the hostile political environment versus civil society, thus, significant inroads promoting the **participation of civil society in national process** with the aim of influencing policies have been made over the past few years by CSOs and their umbrella organizations.

In particular, attempts to engage with some service-providers Ministries such as the Ministry of Public Service, Ministry of Finance, Ministry of Housing, Ministry of Education, Ministry of SMEs,

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[26] From: NANGO/EU CSO Roadmap Consultative Meeting Report, Governance and Human Rights Cluster, 29 April 2014.

[27] From: NANGO 'Baseline Study on Capacity Gaps in the Civil Society Organisation's Sector in Zimbabwe' June 2013, page 9.

among others, were successful and CSOs could advocate for pro-poor policies. There were as well efforts to act as a watchdog for the rights of the people and to engage in more sensitive areas such as governance and human rights. One result was that engagement of CSOs in **debating the new Constitution** was ensured by public authorities. However, not all groups were included in policy formulation and implementation, and the capacity of marginalized and excluded groups to participate was not effectively enabled.

Moreover, CSOs consulted argued that their recommendations are hardly taken on board by authorities and at the end of the consultation process no real feedback is provided to CSOs. The existence of a better formalized dialogue between state agencies and CSOs would be desirable. Furthermore, the capacity of CSOs to effectively understand and influence the policy formulation process needs to be enhanced, so that they can be better involved in public policy processes.

At the local level, CSOs have some participation in the city council meetings and local authorities budgeting processes.

Transparency and accountability

Only 7 of the 90 CSOs who responded to the survey said they are not active in the field of transparency and accountability, 42 said they are 'somewhat active' and 39 that they are 'very active'. Most of these organisations do it through information provision (78 organizations), some of them monitor effective implementation of laws (57 CSOs), as well as state compliance with international human rights provision (49 organizations). Most CSOs are not involved at all in tracking public revenues and expenditures as an individual organisation (30 CSOs active out of 90). However, some have been actively involved in tracking the budget in the environment sector through umbrella organisations (NANGO, Budget Coalition) proving more effective in gaining access to information when pooling their voices.

In fact, the attempts of civil society to engage in this area are mainly hindered by the limitations in accessing information from the public sector. In sectors such as mining, public revenues information is hardly accessible. Several CSOs consulted said that the failure of the State to publish data is a result of the high levels of state corruption. According to Transparency International Corruption Perception Index 2014, which ranks countries from most corrupt (1 out of 174) to least corrupt (174 out of 174), Zimbabwe ranks 13 out of 174, which is 45.9% worse than the average for all Corruption by Country.

Other obstacles to the effective engagement in the area of transparency and accountability is the lack of resources for instance when having to print and distribute documents, and weak capacity, particularly in terms of research. Not much collaboration is established between civil society and the media in the field of transparency and accountability.

Service delivery

"It is very clear that non-state actors are there to complement Government services, hence a clear demonstration that the Government has that responsibility over its people" (response to the EU Roadmap questionnaire by a local CSO).

Civil society in Zimbabwe acknowledges the primary role of the government (national and local) in the provision of public goods and the delivery of services, which are the foundation of socio-economic development. However, the economic crisis has led to a near total collapse of service

deliveries. Service delivery by local authorities in sectors such as water provision and sanitation is below acceptable standards.

Civil society and community-based organisations have therefore been **very active in complementing the government's efforts in service delivery** over the past few decades. This contribution has been crucial in some sectors such as health, HIV/ AIDS, disability and humanitarian support at times where the authorities proved incapable to fulfil their citizens' needs.

In terms of existing multi-stakeholder partnership, a positive example comes from the Health Sector, where civil society's participation exists at various levels and is regulated by the State. Community-based organisations are actively engaged and the Ministry of Health acknowledges their role in the provision of primary health care. The complementary of the services provided by CSOs are recognised by the governmental institutions.

Inclusive and sustainable growth

The economic environment has been very challenging in Zimbabwe, with very low levels of formal employment and social protection. The private sector and business in general have been affected by the economic meltdown. Many CSOs in Zimbabwe have been active players in the economic realm (67 organisations out of 90 respondents to the questionnaire), so to help households and communities overcome the poor economic setting. Mostly they have been engaging in stimulating income-generating activities at the local level, particularly for **youth** and **women**, as well as persons living with disabilities, to try to enhance the position of these marginalised individuals in society by strengthening their livelihoods and giving them a chance for decent work.

Conflict prevention, peace-building and state-building

Zimbabwe has been for over a decade in a political, economic and social crisis, deeply exacerbated by the political and violent developments that followed the harmonised elections held in March 2008. In this context of fragility, civil society including the **churches** have played a crucial role in the process of mitigating conflict, healing and national reconciliation, by implementing a number of activities to protect victims, to support human right defenders. Over the past few years, CSOs have worked with the Organ on National Healing, as well as engaged in the Joint Monitoring and Implementation Committee (JOMIC), Zimbabwean multi-partisan panel that was launched to pursue the 2008 Zimbabwean power-sharing agreement (GPA) and dissolved in 2013 after the peaceful running of elections.

CSOs in Zimbabwe are quite active in conducting public campaigns to raise awareness of the impact of conflicts. These campaigns advocate for a 'culture of peace' at national and regional events. CSOs play indeed a leading role in fostering a culture of peace at all levels of society, through a pro-active and participatory programme. Some CSOs work also with schools for educating children to a culture of peace. Building capacities for conflict resolution at all levels is a universal priority, with education as its most comprehensive means.

1.3 Capacity

Legitimacy, credibility and internal governance

According to a NANGO study of June 2013, *the public do not recognize and accept the key roles of civil society in Zimbabwe. Little popular support rises when civil society is attacked and the organisations are highly vulnerable to accusations of elitism or foreign control*[28]. Although this might sound as a very strong statement, it is true that some CSOs have lacked legitimacy because of limited grassroots participation in their activities. This is the case for many organisations that are headquartered in the capital and most, if not all, of their activities are concentrated in the major towns, a process that isolates the critical mass in the smaller towns and rural areas. As a result, they have been viewed as elite that get financial resources without spreading any of the benefits to beneficiaries. Several factors account for this. Some of the CSOs lack ideological autonomy and this makes them vulnerable to external manipulation. There is need for CSOs to genuinely involve the grassroots in all their activities to ensure that they are also beneficiaries of whatever deliverables accrue from the activities of CSOs.

With regards to internal governance, boards of directors exist in some organizations, but most of the time, these are constituted by members without the requisite skills and senior management. There is the perception that they are elected on the basis of how long they have been with the organisation and not on the basis of their virtues. This has serious implication for ensuring effective governance and oversight roles of such boards. In small NGOs there is as well the "founder-member syndrome" with the feeling of the NGO belonging to one individual, the founder of the organisation. The current practice of 'recycling' leadership particularly in governing bodies needs to be re- examined. It may be important to have a good mix of younger although 'unknown' and older 'authorities' in the field in order to develop a new crop of future leaders. There are, however, several examples of good practices in developing the leadership potential. Those include rotating leadership among senior officers when the chief executive is away, team management and management committees. Some governing bodies have included employees as non-voting members[29].

The need for transparency, accountability and ethical standard is still omnipresent amongst CSOs in Zimbabwe. Most organisations have internal policies and manuals but they lack in the strict implementation of these documents. On this regard, some measures are being taken. For instance, the umbrella organisation NANGO[30] has currently commissioned a study in order to develop a Code of Conduct (to be part of the PVO act) or alternatively a Code of Ethics for guiding the actions and management of non-governmental organizations, with a set of fundamental principles, operational

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[28] From: NANGO 'Baseline Study on Capacity Gaps in the Civil Society Organisation's Sector in Zimbabwe' June 2013, page 8.

[29] From: NANGO 'Baseline Study on Capacity Gaps in the Civil Society Organisation's Sector in Zimbabwe' June 2013, page 30.

[30] From: NANGO 'Baseline Assessment of the Current Legal and Regulatory Framework Regulating The Operations of Civil Society Organisation's in Zimbabwe' September 2013.

principles, and standards. The adoption and the legal enforcement of the Code would demonstrate that CSOs in Zimbabwe are committed to transparency, accountability, and integrity in their internal operations.

Programme and project management

According to the Roadmap survey held in April and May 2014, 56 out of 90 CSO, responded that their organisation is effective in programme formulation, 25 responded it is somewhat effective and 0 not effective. Some CSOs did not answer.

CSOs in Zimbabwe still need to improve on project cycle management, which includes putting in place effective systems for project identification, implementation monitoring and evaluation. Even though most organisations have organizational policies and manuals and declare to have an effective programme formulation, they often experience serious challenges in implementation of such policies. Moreover, some CSOs in Zimbabwe suffer from low skilled human resources and limited organizational capacity. This leads to an ineffective organization and program management. With this human resources issue, we can add the material scarcity, which affects most of the CSOs. Mainly because of the funding issue, CSOs lack medium to long term planning which does not allow them to have a long-term project management, but always a short-term vision[31]. In fact, often, organizations follow the agendas of the donors and thus have to adjust their priorities, particularly in the event of a shift in the policy of the donor, creating unpredictability in the agendas and activities of CSOs.

According to the Roadmap survey, 22 out of 90 CSOs responded that their organisation is effective in fundraising, 55 responded they are somewhat effective and 8 not effective.

Fundraising is somewhat effective at country level, because CSOs hardly have self sustained income generating activities. Fundraising is mostly ensured through external sources from partner organisations abroad or international mother organisations. However, the resources mobilised on annual basis are not adequate to meet annual plans. CSOs therefore need to develop innovative fundraising skills that go beyond the traditional financiers, mainly international donors and foundations. There is a need to gain domestic legitimacy among the local businesses so that they become involved in funding the activities of CSOs.

CSOs have the perception that funds are directed towards big organizations based in Harare and not to rural and community-based organisations. Donors should thus liaise better with Provinces to make it easier for other organisations based in regions and without an office in the capital to access funding.

According to the survey, 44 out of 90 CSOs, responded that their organisation is effective in definition of result framework, 35 responded it is somewhat effective and 3 not effective. However, in the commentaries, it was clearly indicated that CSOs needs additional training for developing a better approach for measuring progress towards objectives.

While recognizing the massive importance of results framework as a key tool for enabling CSOs to discuss and establish long-term strategic development objectives for linking interventions to intermediate outcomes and results that directly relate to objectives, CSOs in Zimbabwe do not

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[31] From: NANGO 'Baseline Study on Capacity Gaps in the Civil Society Organisation's Sector in Zimbabwe' June 2013, pages 8-9.

maximise the use of this approach; in the commentaries to the questionnaires, CSOs underlined their need for additional trainings for building their capacity in measure progress towards objectives.

71 out of 90 CSOs who responded to the survey stated that their organisation is effective in financial management, 15 responded it is somewhat effective and 1 not effective. Some CSOs did not reply.

From a financial point of view, most CSOs in Zimbabwe manage their limited resources effectively while implementing programmes. CSOs showed that they are fairly able to manage and to maintain budgetary control in line with their organisation's financial management procedures. Annual audits are usually done and annual reports are often produced and shared. However, further strengthening of the financial structures and systems of CSOs would deepen CSOs' understanding of financial management techniques and would support them to better design systems for financial analysis and management, planning, monitoring and control.

According to the survey, 48 out of 90 CSOs responded that their organisation is effective in evaluation, 35 responded it is somewhat effective and 2 not effective.

While a considerable number of CSOs declared in the questionnaires that their organization is effective in evaluation projects, in the consultation meetings CSOs underlined that they have inadequate evaluation tools.[32] Recent studies published by NANGO, also pointed out that "CSOs do not have adequate Monitoring and Evaluation (M &E) systems in place. Most NGOs do not have a dedicated officer for monitoring and evaluation, and assign M&E responsibilities to a project officer who is not trained in M&E."[33]

Research and advocacy

According to a survey held in the months of April and May 2014, 64 out of 90 CSOs responded that their organisation is equipped to conduct research, 23 responded negatively.

A significant number of CSOs reported that is not practically equipped to conduct research for lack of financial and skilled human resources, and limitations in the access to information[34]. This is further undermined by the fact that CSOs need to get clearances from authorities whenever they intend to conduct researches especially on critical and sensitive topics[35]. Most CSOs do not have a research and advocacy unit in their organisational chart.

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[32] Consultation meeting with women organisations, 22 April 2014, Harare; Faith Based Organisations Cluster: EU CSO Roadmap Consultative Meeting Report, 25 April, Rainbow Hotel; Youth Cluster: EU CSO Roadmap Consultative Meeting Report, 2 May 2014, Harare.

[33] From: NANGO 'Baseline Study on Capacity Gaps in the Civil Society Organisation's Sector in Zimbabwe' June 2013, page 29.

[34] From an analysis of the questionnaires received during the consultation exercise carried out in April and May 2014.

[35] From: NANGO/EU CSO Roadmap Consultative Meeting Report, Governance and Human Rights Cluster, 29 April 2014.

According to the survey, 83 out of 90 CSOs responded that their organization engages in effective advocacy, only 2 responded negatively.

CSOs in Zimbabwe are active in effective advocacy and lobby in the field of human rights and democracy. It should be pointed out that there is a plethora of challenges that confront CSOs in their advocacy and lobbying work and this is primarily due to the kind of relationship that exists between them and the government. One of the strategies used by CSOs in lobbying government on democracy and human rights is dialogue with government officials where issues of concern are raised. CSOs usually request meetings with Ministers or other senior representatives, and they also write letters to the relevant government Ministries to raise issues that they may have. Although some CSOs have managed to engage with government officials, in most cases government officials have been very reluctant to meet with CSO representatives. Another strategy used by CSOs in lobbying the government on human rights and democracy issues is writing to regional and international human rights bodies to draw their attention to human rights and democracy issues. CSOs have also used media campaigns to highlight human rights and democracy issues. These have taken the form of press statements that highlight issues of concern, detailed newspaper articles, letters to editors of newspapers and sometimes open letters to the relevant officials. Public meetings are another strategy used by CSOs to lobby and advocate for democratic governance and respect for human rights. The CSOs invite eminent members of society, including government and ruling party officials, to address these meetings, after which members of the public can ask questions and make their own contributions. This has allowed ordinary people to contribute to policy debate on issues that affect democracy and human rights.

Despite the continuous efforts, CSOs keep working in a restrictive environment: in order to increase civil society's capacity to react and intervene, support to civil society organizations should be ensured in order to strengthen their capacity in engaging in effective advocacy.

Organisation, coordination and collaboration

According to the survey, almost all the 90 organizations responded that they are part of thematic or general platforms and alliances at the local and national level, only a very limited number responded negatively.

Civil society in Zimbabwe is well organised if compared to other countries in the region and on the continent. The important amount of external funding received over the past few decades has allowed CSOs in Zimbabwe to reach quite a sophisticated degree of organisation, as well as coordination.

For instance, the National Association of Non-Governmental Organizations (NANGO) founded in 1962 and supported by some international donors such as the EU and the German Agency for International Cooperation (GIZ), has played an important role in co-ordinating the civil society in Zimbabwe. It has facilitated interaction between the government and NGOs, and it has assisted them in unlocking opportunities for resources and funding, as well as it has catalysed the sector to speak on critical issues to formulate consensus. NANGO coordinates the activities of CSOs at national, as well as regional level. With the creation of five regional offices (in the Northern, Southern, Eastern, Western and Midlands regions), NANGO has decentralised the coordination of NGOs reaching out to more Community-Based Organisations (CBOs). Furthermore, NANGO has also organised thematic groups

for CSOs divided in the following sectors: children; humanitarian work; disabled; economics; land and environment; youth; media, arts and culture; health, HIV and Aids; human rights; and women[36].

Among other networks mostly cited in the survey, we can mention the Zimbabwe Election Support Network (ZESN); the Crisis in Zimbabwe Coalition (CiZC); the Zimbabwe Human Rights NGO Forum (ZHRF); the Women's Coalition of Zimbabwe (WCoZ); the Church and Civil Society Forum on Healing (CCSF), as well as other thematic networks (NAYO for youth organisation, NASCOH for the disability sector, the Media Alliance of Zimbabwe etc.).

However this is not enough, and there are still not a lot of communication and interaction between NGOs and amongst CSOs. The lack of coordination between the NGOs often results in duplication of projects in the same area[37], as well as competition for funding.

At national and sub-national level, CSOs are also regularly attending the UN cluster meetings. Nine United Nations Clusters meetings (agriculture, education, food, health, LICI, nutrition, protection, WASH) occur monthly and are coordinated by the respective cluster leads. Cluster members (composed by UN agencies and NGOs) including representatives from government line ministries, attend them and their objective is to strategize and coordinate humanitarian activities at cluster level, as well as to share information on challenges and bottlenecks faced at operational level. Crosscutting issues including gender, HIV/AIDS, environment and human rights, are consistently highlighted in inter-cluster discussions and documents.

International NGOs working in Zimbabwe coordinate their activities through the NGO 'Heads of agencies' informal Forum that meets monthly and comprises heads of participating iNGOs. Its objectives are information sharing and joint advocacy on challenges in humanitarian and development action in Zimbabwe.

On a sub-national level, it is worth mentioning the Matebeleland Region NGO forum: this is the only sub-national coordination forum that brings together UN agencies, NGOs, government and private sector to discuss and coordinate on humanitarian issues affecting this region. It is chaired by Oxfam and actively facilitated by OCHA. It is convened on a monthly basis. From a thematic point of view, CSOs in Zimbabwe are well organised in different and various platforms, for example the Zimbabwe Human Rights NGO Forum (a coalition of 19 HR NGOs); Women's coalition of Zimbabwe (a network of women organisations); Crisis in Zimbabwe Coalition (a network of over 72 active members comprising churches, women's groups, social movements, residents associations, labour unions, human rights lawyers, and health professionals); Zimbabwe Elections Support Network (a coalition of 31 non-governmental organisations formed to co-ordinate activities pertaining to elections); Church and Civil Society Forum (a forum comprised by 22 members); PACT, the Peace Building Network of Zimbabwe; etc.

Despite the high number of coordination mechanisms, local CSOs still suffer from lack of coordination in terms of programmatic activities at national and sub-national level, which sometimes results in them competing for the same space. There is need for CSOs to work closely together to ensure the efficient use of resources by avoiding duplication of the work that they do. CSOs should

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[36] From: NANGO

[37] From: NANGO 'Baseline Study on Capacity Gaps in the Civil Society Organisation's Sector in Zimbabwe' June 2013, page 28.

also try to collaborate with each other and coordinate their work so that it becomes complementary rather than conflicting.

According to a survey held in the months of April and May 2014, 65 out of 90 CSOs, responded that their organization has link with regional and global networks, research communities and platforms, 16 responded negatively.

At regional level, various CSOs in Zimbabwe are members of SADC based organisations such as the SADC Council of NGOs. Few CSOs are members of the African Democracy Forum; African Initiative on Mines, the Environment and Society (AIMES); South African National Institute for the Deaf; etc.

At global level, CSOs in Zimbabwe are part of various networks, research communities and platforms. For instance: the International Federation of Human Rights; the Economic Justice network; the Global Network of Domestic Election Monitors; the World Federation of Deaf; the Association for Women's rights in development; etc.

2. CURRENT EU ENGAGEMENT

In addition to the European Union, the United Kingdom, Germany, Sweden, the Netherlands and Denmark and the Czech Republic are active in the field of supporting civil society and back substantial activities in this area in Zimbabwe. France does not currently run dedicated programmes nor has it designed a specific strategy for civil society. However, French involvement was streamlined as part of the donor community support of the CSO observation during 2013 elections.

Since 2002, Zimbabwe has been under Article 96 of the Cotonou Agreement. Under these restrictions, the European Development Fund (EDF) support has not been channelled directly to the Government but through multilateral organisations, international NGOs and national civil society organisations. The **European Union** is highly committed in supporting civil society actors in Zimbabwe. In addition to EDF, civil society has been supported through a project-based approach with projects funded by various thematic budget lines (European Instrument for Democracy and Human Rights, Non-State Actors and Local Authorities, Instrument for Stability). 35 projects are currently undergoing with non-state actors mainly in the areas of accountability and transparency, culture, support to democratic consolidation, gender equality, human rights, justice, support to Local Authorities and Community-Based Organisations, peace building and mediation, support to the Parliament and migration. The project-based approach, adopted so far by the EU, will be revised from 2014 onwards and will move towards a programme-based approach. If the resuming of bilateral development cooperation with Zimbabwe upon EU Council Decision of February 2014 is confirmed, bilateral programmes with the government will be complemented with projects and programmes implemented by international organisations and civil society under thematic budget lines (CSO-LA, EIDHR, etc.).

The **United Kingdom,** through its Department for International Development (DFID), has historically supported civil society primarily focused on providing humanitarian assistance and enhancing transparency and accountability around respect for human rights, the democratic process and the use of development resources in the social sectors. Funds are either administered bilaterally or through international NGO partners who provide financial resources and capacity building support to local NGOs.

Germany recognises civil society as a strategic partner in Zimbabwe. Germany supports CSOs in the areas of human rights, HIV prevention, agriculture, good governance, democracy and peace building, gender and women rights as well as freedom of media. Support is provided through long- and short-term technical support staff, seconding development advisors as well as offering capacity development of local NGOs through trainings and exchange programmes.

A substantial part of **Sweden**'s development cooperation is implemented in cooperation with civil society organisations. The objective of Swedish CSO support is aimed at contributing towards a vibrant and pluralistic civil society in developing countries that, using a rights-based approach, ultimately will reduce poverty in all its dimensions. Sweden channels its support to civil society organizations in Zimbabwe with two modalities: through Swedish NGOs based in Sweden, which contribute directly to 20 local NGOs in Zimbabwe; and through direct support to 21 civil society organisations based in Zimbabwe. In addition, Sweden has also supported the constitutional and parliamentary processes in the country through various institutions. The key thematic areas of

support are: democracy, human rights and greater access to basic social services by vulnerable groups and individuals. Gender equality, environment and human rights are mainstreamed in all programs and projects involving civil society. Approximately 50% of the yearly allocation of Sweden for development assistance to Zimbabwe is channelled through non-governmental organisations.

Netherlands actively supports CSOs in Zimbabwe. In 2013, 32 projects were funded under four thematic areas (LGBT rights, media and freedom of expression, human rights defenders, elections and Constitution) and implemented through 28 partners. In 2014, support was given to 35 civil society organisations.

A number of direct or delegated CSO partners receive core funding/institutional support from **Denmark** in an effort to build their capacity and resilience. Denmark has varying forms of partnership engagements with civil society organisations ranging from direct CSO agreements, delegated donor agreements and support channelled through other intermediaries like UN Agencies and reputable international civil society organisations. Under its current and future civil society engagement Denmark seeks enhance closer collaboration with the EU and together with like-minded states in an effort to support the existence of a strong, independent and vibrant civil society.

The **Czech Republic** also actively supports CSOs in Zimbabwe through assistance to one or two local organisations working in the area of gender, human rights and youth participation every year.

In terms of big players supporting civil society outside the EU family, the **United States, Australia**, **Norway, Switzerland, UNDP, as well as other UN Agencies** are to be considered key players among the international donor community.

2.1 Structured EU Dialogue with Civil Society

The EU as well as Member States consult the local civil society on a regular basis and mainly with the purpose to identify priorities for their programming exercises, as well as for the identification of new projects and programmes.

For instance, over the past few years and months, CSOs were consulted by the EU within the 11th EDF programming exercise to give their inputs on the priority areas selected under the Country Strategy Paper, and the Government of Zimbabwe and the EU Delegation organised a joint consultation on the draft National Indicative Programme that took place at the end of May 2014. Civil society is also regularly consulted by the EU with regards to project implementation through their attendance to various steering committees and other coordination groups (e.g. Education Coordination Group, Health Steering Committee). Consulted organizations included international and local NGOs, community based organizations, professional associations and trade unions.

Germany consults stakeholders including CSOs in the relevant sector and geographic area in order to gain a better understanding of the political conditions and dynamics that might affect a project, as well as to learn about CSOs' needs and capacity gaps.

Netherlands has held thematic discussions on specific topics such as elections, sexual orientation and LGBT, freedom of the media, etc. with civil society organizations.

Denmark and Sweden, likewise the EU Delegation, have various Steering Committee meetings with the CSO partners they fund. These meetings focus on programme implementation progress with discussions on the context and how CSOs can re-engage and respond to the prevailing context. The

meetings aim to highlight policy issues and processes of interest to the particular programme and CSO partner.

Consultations might be shaped differently according to the outcome they want to achieve: they might be thematic or sectorial, but most of the time consultations do not have a geographical specificity and representatives of the main CSOs based in Harare are invited. Usually, the topic of discussion is provided in advance with the main questions to be addressed. Donors are likely to set the agenda of the meeting and discussions might include broader issues. The typical outcomes of the discussions might include: identification of priorities for donor programming exercises, identification of new projects, CSOs mapping on what is doing what, gap analysis and way forward, etc. Usually, follow-up is ensured: if the document produced is not politically sensitive, final reports are shared and written feedbacks are provided to CSOs.

Frequent but ad hoc meetings are also held to seek the CSOs view on the political situation in the country, and in particular regarding human rights.

However, it can be said that **no structured policy and political dialogue as such exists** in Zimbabwe and, particularly in the experience of some Member States, it is mainly individual agencies that have engaged civil society on a very bilateral basis and there has been little coherent policy development.

2.2 Policy Dialogue for an enabling environment

The EU Delegation and the Member States have maintained a regular engagement with civil society regarding the enabling environment, particularly in the context of the Human Rights and Human Rights Defenders Strategies. An analysis of the state of civil society and its operational environment is done on a regular basis at the level of EU Political Officers and EU Head of Missions meetings, which occur on a monthly or quarterly basis depending on the situation. As soon as the situation deteriorates, joint demarches are initiated towards the Government of Zimbabwe.

Furthermore, during meetings with government representatives, the EU Delegation and the Member States reiterate the valuable role that CSOs play in promoting democracy, rule of law, human rights and socio-economic development in Zimbabwe, and they point out that an enabling environment for CSOs is regarded as a prerequisite for EU engagement in country under the 11th EDF. Some Member States also support and constantly monitor the development of an environment for civil society in Zimbabwe, and would inform their Headquarters in case there is need for intervention.

In the past, the Governance section of the EU Delegation has also supported CSOs in advocating for the amendment / repeal of restrictive legislation for civil society.

2.3 Mainstreaming civil society

With Article 96 in force since 2002, the EU funding instruments have since then been channelled mainly through civil society, as well as international organisations (with few exceptions). As this has been the case in many years now, civil society was always taken into account in the phase of programming. As for the 11th EDF soon to be launched in Zimbabwe in a possible framework of full resume of relations with the Government, civil society's views have been taken into account in the programming cycle and a tripartite dialogue EU-Government of Zimbabwe-civil society has been successfully promoted with consultations taking place over the month of May 2014.

Furthermore, the EU actors (Delegation and Member States) take into account the views of civil society throughout the whole project cycle. For example, in the support to social sectors as managed by the EU Delegation, civil society organizations are involved in implementing the Transition Funds for Health and Education, where some of the activities have been delegated to them. In addition, they have been involved in consultations related to sector planning (Education medium term plan, National Health Strategy).

The objective of Swedish CSO support is to contribute towards a vibrant and pluralistic civil society in developing countries that, using a rights-based approach, contributes effectively to reducing poverty in all its dimensions. This is well defined in the Swedish Policy for Support to Civil Society in Developing Countries within Swedish Development Cooperation which informs their work with CSOs in Zimbabwe (recently replaced by a new Minister of Foreign Affairs "platform" for development cooperation only available in Swedish). Sweden's support is two-pronged, contributing towards the capacity development of civil society organisations in developing countries, based on their own priorities, in addition also supporting the development of an enabling environment, i.e. the institutional, legal, political and administrative conditions that enable the existence, activities and effectiveness of civil society.

2.4 Coordination

Existing Coordination Mechanism

At EU level, issues related to civil society are discussed in both the EU Heads of Mission, as well as Political Officers meetings. The Development councillors of the EU have recently started to meet on a regular basis and the agenda is mainly around joint programming, with regular updated on the progress of the EU roadmap exercise.

Zimbabwe does not have a general forum led by Government to facilitate donor coordination. Coordination takes place through like-minded donor informal groups, the most important of which is the "Fishmongers" group that brings together the main development partners on a bi-weekly basis. Within the Fishmongers Group, a Human Rights & Governance Group (HRGG) exists, which corks through a number of sub-groups where civil society is regularly consulted. These are for instance the sub-group "Elections", "Parliament" and "Media". More recently, a specific HRGG sub-group on 'Civil society' has become more active. Participants to this sub-group include US, Australia, Norway, EU, UK/DFID, Germany/GIZ, Sweden, Denmark, France. This group has started a donor mapping exercise listing the civil society organizations each donor supports.

Moreover, in the post-GNU era, some members of this group are exploring the possibility of pooling funds to civil society in Zimbabwe in the coming years. These are UK, Denmark, Australia (and possibly Norway), with US, EU and Germany/GIZ interested in participating at a later stage, but cannot pool funds directly as of now.

Information exchange

CSOs regularly participate in both the Health and Education coordination fora of the donor-supported Funds, where they have the opportunity to be involved in policy discussions with donors and Government. Civil society organizations are consulted for the elaboration of several subsector strategies and policies, including teacher minimum standards, development of a curriculum for out of

the school children, the decentralization of funding to schools and peripheral health facilities, among others. They are in general part of any implementation decision concerning the Health and Education Transition Funds through their monthly participation in the steering committees.

In the governance sector, there is constant consultation with CSOs, political actors and other international stakeholders, from development partners to UN. In this sector, the EU Delegation has been particularly active: regularly consultation with civil society and local authorities on programmes under implementation were held. Support was mainly project type, focusing on service delivery and on inclusive growth. Furthermore, consultation and exchange of information were ensured in the assessment of the operational environment, identification of objectives and in the definition of priorities for the following funding instruments: EIDHR (European Instrument for Democracy and Human Rights), Non State Actors and Local Authorities, Instrument for Stability.

On food security, coordination is ensured via a number of fora where the EU is actively involved. For generic strategic issues related to food security, the EU interacts with CSOs through the Agriculture Coordination Working Group. This working group includes more than 150 organisations and is facilitated by the FAO and funded by the EU. There are also technical working groups where CSO's, government and development partners have the opportunity to share and align strategies. The main ones are the working group for conservation framing, irrigation, market linkages, garden and livestock.

CSO's have been extensively consulted and informed on the Economic Partnership Agreement (EPA) provisional application. In the process of the identification and formulation of the Trade and Private Sector Development Project, industry and the informal sector, business associations, intermediary organisations, and others were consulted via bilateral meetings and workshops.

Joint Action

For the time being there has been neither joint programming nor joint implementation in Zimbabwe. However, numerous projects implemented by local and international NGOs have received co-funding by different EU donors (Delegation and Member States), who have therefore tried to coordinate their support as far as possible. Joint programming is at an embryonic stage and will be developed more over the next months.

Division of Labour

Currently, no formal division of labour has been discussed between EU Delegation, Member States and other donors, except in the agriculture sector, where formal discussion on division of labour in Agriculture Sector was carried out among main donors USAID, UK/DFID and EU: it was decided that USAID would have covered interventions with most vulnerable beneficiaries and farmers engaged in commercial agriculture. DFID would have targeted basic farmers while EU would have targeted farmers with more potential. FAO has also being financed by the EU to improve coordination among donors and implementers in the Agriculture sector: FAO is mapping all agricultural projects in the country.

In the Health Sector, there is a *de facto* division of labour among donors who fund the Health Transition Fund managed by UNICEF and Sexual and Reproductive work involving UNFPA. The USAID and the Global Fund focus on HIV, TB and malaria. UK/DFID and the EU (along with other minor

donors) support maternal and child healthcare, as well as peripheral systems (rural clinics and district hospitals). DFID, Sweden and Ireland are also investing substantially in a sexual and reproductive health program which includes preventing violence against women and girls and supporting the victims of violence.

Furthermore, informal donor groups, aimed at coordinating and harmonising donors programs and actions are present: the 'Human Rights and Governance Group' (HRGG) co-chaired by UK/DFID and Denmark is a ready example; or the 'Health Development Partners Coordination Group' currently chaired by EU.

2.5 Lessons learnt

Donor support to civil society in Zimbabwe has contributed over the past few years to increasing the capacity of a considerable number of organisations active in the fields of human rights, promotion of democracy, conflict prevention and peace building, service delivery, food security, which allowed many of them to effectively engage for the benefit of Zimbabwean population. However, few lessons learnt might be taken into account for improving EU engagement towards CSOs:

1. Support to civil society in Zimbabwe needs to be more predictable with a long-term approach in order to allow CSOs to achieve their own strategic objectives. This would enhance civil societies ownership over their strategic direction and reduce the possibility of donors "setting the agenda" through call for proposals. One main obstacle to this is that some EU Member States are bound by annual funding cycles. As a result, their time frame of assistance does not allow them to offer medium- to long-term support, reducing the possible impact of civil society interventions. As the European Union will be able to engage in multiannual commitments (under 11th EDF), some of these problems could be alleviated. On this regard, EU MS should identify common EU priorities as well as possible complementarities in the use of different financial instruments.

2. Donor support and requirements should be better harmonised: the current fragmented donor approach in supporting civil society has increased the donor burden on CSOs, particularly around donor due diligence requirements, narrative and financial reporting, and M&E.

3. Donors should be better coordinated in order to avoid the risk of "double-funding", especially with other EU donors and large donors like the US and Australia, which are active in supporting CSOs activities.

4. More funding should be allocated towards capacity building, analysis and information sharing platforms for CSOs.

5. Even though many CSOs work on the same topic, horizontal communication between CSOs should be strengthened. A lack of cooperation among CSOs towards a common outcome has been noticed.

6. CSOs should better link with regional and international organisations in order to exchange information and lessons learnt.

7. There is the need for CSOs to work in partnership in order to maximise on complementary.

8. CSOs need to strengthen their project and financial management system.

9. CSOs based in the big cities receive more funding at the expenses of the CSOs working in the rural areas. CSOs based in Harare or Bulawayo need to improve their working relation with communities/constituencies.

10. CSOs have an important role to play in national development. There is need to continue supporting CSOs to promote a democratic and inclusive society in Zimbabwe.

11. Modalities of support must ensure that CSOs in rural areas and without easy access to communication technologies are reached. Efforts must be made to ensure that organizations representing women, children, the elderly, organisations for those affected and infected by HIV and AIDS among others are engaged in the dialogue.

12. Continued dialogue with CSOs is essential in EU's relations with Zimbabwe especially if EU support is to be aligned to Zimbabwe's needs. Regional coordination and dialogue must also be strengthened by CSOs to advocate for democratic governance as well as deepen regional integration.

Do not harm

As mentioned above, support to civil society in Zimbabwe needs to be more predictable with a long-term approach in order to allow CSOs to achieve their own strategic objectives. Furthermore, the current fragmented donor approach to support CSOs in Zimbabwe has increased the donor burden on CSOs, particularly around donor requirements in terms of reporting, M&E, etc.

CSOs in Zimbabwe are dependent on donor funding due to the lack of alternative sources of funding or own resources. This has resulted in many organisations orienting their strategies and activities to donor priorities, losing independence and being perceived by the authorities as "agents of the West".

SECTION 3. PRIORITIES

The European Commission's Communication Civil Society identifies several areas where civil society actors can make a vital contribution to enhanced development and governance outcomes. The three priorities of the Communication, i.e. the **enabling environment**, the **roles and participation of CSOs**, and the **capacity of civil society**, which were analysed in Section 1, are contextualized in this Section to the reality of Zimbabwe with a vision towards the future.

The policy priorities here contained were defined through a process of consultation at different levels: within the EU Delegation, with Member States, with the civil society itself, as well as other international actors.

Finally, the Roadmap is not to be considered a programming document per se. Rather it is to be seen as a flexible and dynamic navigation tool, aimed at providing guidance for effective EU engagement with civil society at the country level. Priorities are therefore meant to reflect a strategic vision of change.

Priorities	Indicators
I Pillar	*Enabling Environment*
1. *All individuals and legal entities can freely establish, join and participate in informal and/ or registered organizations and CSOs representatives, individually or through their organisation, enjoy freedom of expression*	- There is a legal framework preserving and promoting freedom of association as per Constitution. - Current laws affecting CSOs are harmonised with the 2013 Constitution, and registration rules for CSOs are clearly prescribed and allow for easy, timely and inexpensive registration and appeal process. - There are no cases of violation of the right to freedom of expression for all and no cases where individuals, including CSO representatives and Human Rights Defenders, would be persecuted for critical speech, in public or private.
2. *CSOs operate freely without unwarranted state interference in their internal governance and activities, including in the way they secure their financial resources*	- The legal framework provides guarantees against state interference in internal matters of associations, foundations and other types of non-profit entities as per Constitution. - The legal framework in terms of regulation to access financial resources remains favourable and over the next four years no new laws are approved that restrict the operational space for CSOs.
3. *CSOs representatives have the right to receive and impart information also through the media*	- The Constitutional provisions related to access to information are respected and enforced. - Public institutions answer the majority of requests for access to public information, in a clear format, provide written explanations on the reasons for refusal, and highlight the right to appeal and the procedure for appealing. - Media and CSOs have access to information without restrictions imposed on accessing any source of information.

II Pillar	Meaningful Participation in Policy Dialogue and Domestic Policies
4. *The State recognises the role of civil society in development, and CSOs are effectively included in national policy and decision-making process, as well as in the legislative process*	- CSO Consultations by the Government are part of standard government procedures. Number of CSO consulted by sector and geographical area increases each year. - CSOs from different areas of interest regularly participate in all phases of the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset) implementation and evaluation. There are examples demonstrating that cooperation between the State and CSOs is improved and implemented according to or beyond the measures envisaged in the Zim Asset. - Public institutions actively publish draft and adopted laws and policies, unless they are subject to legally prescribed exceptions, and openly invite all interested CSOs to comment on policy and legal initiatives at an early stage. CSOs are provided with adequate information on the content of the draft documents and details of the consultation with sufficient time to respond. - Written feedback on the results of consultations is made publicly available by public institutions.
5. *The inclusiveness of existing space for dialogue in the area of gender equality and women's empowerment is enhanced*	- Level of CSOs engaged in supporting reform of discriminatory laws, i.e. Marriage Law reform, by the competent National Ministry - Number of CSOs actively involved in representing women's voice as regarding economic empowerment of women, including access, control and ownership of land, property, and other resources. - Number of CSOs active in raising awareness on gender issues and monitoring implementation of gender equality policies. - Capacity of women's organization in institutional and project management is strengthened.

	- Dialogue between gender advocates and policy-makers on women's role in peace and security issues increased.
6. *The inclusiveness of existing space for dialogue for the protection and promotion of the rights of marginalised and vulnerable groups is enhanced*	- Level of CBOs and CSOs engagement in policy dialogue for vulnerable and marginalised groups (youth, children, women, people living with disabilities, HIV infected and affected, LGBT, ethnic and linguistic minorities). - Number of CBOs and CSOs actively involved in advocating for marginalized group rights. - Level of responsiveness of government and other organs of the state to the views of civil society on inclusiveness of marginalized groups. - Number of CSOs involvement in consultations for the UN Reports on ratified Conventions, UPR follow up, etc.
7. *Civil society plays its watchdog role and meaningfully participates in the strengthening and monitoring of activities promoted in the priority/focal sectors of EU and Member States' cooperation with the Government of Zimbabwe*	- Leadership and management capacity of CSOs is enhanced. - Regular cooperation between civil society, the Parliament and the Constitutional Commissions is ensured. - Knowledge and skills level of CSOs in the focal sectors is enhanced so that they can empower communities to hold service providers accountable. - Number of networks and coordination mechanisms including CSOs and public authorities with other actors (service providers, trade unions, private sector organisations).

III Pillar	Capacity development
8. CSOs are independent and professional actors in promoting development in Zimbabwe	- Number of CSOs staff trained in fundraising, project cycle management, reporting, monitoring and evaluation, research and advocacy, financial management. - Number of CSOs supported in carrying out their mandate. - Number of CSOs that adopt a Code of Conduct/ Code of Ethics to deliver assistance in a transparent and accountable manner. - Existence and implementation status of information and transparency mechanism to report back about the situation of internal governance.
9. Better coordination and networking amongst CSOs and with other actors (i.e. private sector) also allows for diversification in the source of funding	- Number of existing partnerships and platforms strengthened in order to contribute to policy formulation and advocacy around thematic areas, which act in a complementary and not competitive manner. - Existing formal and informal networks support shared strategies or interests at national, with a specific focus on including grass root organisations, and regional level. - Number of networks and alliances established among CSOs and private sector increased and level of engagement of CSOs platforms and networks in finding alternative way for funding (i.e. income generating activities, private sector). - Increase number of private sectors involved in Corporate Social Responsibility projects.
10. Donor requirements for CSOs are harmonised and more flexible funding instruments allow CSOs to keep coherent with their mandate and setting strategies	- Donor reporting and financial rules are harmonised also by taking into account the specific nature of the CSOs and are proportionate to the size of the organization and its type/scope of activities, including smaller and grassroots organisations. - Number of donors adopting long-term strategies and objectives with regard to CSOs.

SECTION 4. ACTIONS

I Pillar: Enabling Environment

<table>
<tr><td style="background:red">**Priority 1**</td></tr>
<tr><td>*All individuals and legal entities can freely establish, join and participate in informal and/ or registered organizations and CSOs representatives, individually or through their organisation, enjoy freedom of expression*</td></tr>
<tr><td style="background:red">**Indicator(s)**</td></tr>
<tr><td>

− There is a legal framework preserving and promoting freedom of associations as per Constitution.

− Current laws affecting CSOs are harmonised with the 2013 Constitution, and registration rules for CSOs are clearly prescribed and allow for easy, timely and inexpensive registration and appeal process.

− There are no cases of violation of the right to freedom of expression for all and no cases where individuals, including CSO representatives and Human Rights Defenders, would be persecuted for critical speech, in public or private.
</td></tr>
<tr><td style="background:red">**Actions:**</td></tr>
<tr><td style="background:#c6d9a0">**A. Analysis: Studies, mappings and research**</td></tr>
<tr><td>

Analysis:

- Research and information dissemination on the impact of the current legal framework

Stakeholders: EU, Denmark, Germany, Sweden, UK through support to NGOs

- Study on the harmonisation of existing laws (PVO Act, POSA, AIPPA, etc.) with the newly adopted Constitution.

Stakeholders: EU (Germany, Denmark)

- Study on the draft NGO Bill 2004 and harmonisation with existing laws with a view to find an alternative approach to the existing CSO regulation

Stakeholders: EU (through NANGO)
</td></tr>
<tr><td style="background:#c6d9a0">**B. Policy dialogue, consultation and facilitation**</td></tr>
<tr><td>

Policy Dialogue:

- Integrate in the policy dialogue between EU and the Government, the current legal framework of CSOs and its modifications to be in line with EU principles, the Constitution of Zimbabwe, as well as regional and international standards

- Include indicators/conditionalities linked to the CSO legal framework for EU bilateral cooperation

- Facilitate engagement with Government and public authorities both in a public way
</td></tr>
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(through public declarations/demarches) and through informal pressure (including meeting with governmental representatives)

- Ensure regular participation of CSOs to the development partners' Human Rights and Governance Group (HRGG) to share information/experiences

- Structured EU political dialogue with CSOs, including one or two annual meetings between CSOs and EU Heads of Mission

Stakeholders: EU and Member States

C. Funding: Operational support including mainstreaming

Operational support:

- Facilitate joint initiatives (CSOs representatives, donors, government) with regards to legal framework pertaining to CSOs

- Sponsor an information portal with links to various researches that have been done

- Support public advocacy initiatives and legal actions for defending human rights defenders, as well as CSOs initiatives aimed at enhancing their capacity to protect Human Rights Defenders and to monitor and document human right abuses

Stakeholders: EU and Member States

Priority 2
CSOs operate freely without unwarranted state interference in their internal governance and activities, including in the way they secure their financial resources

Indicator(s)
− The legal framework provides guarantees against state interference in internal matters of associations, foundations and other types of non-profit entities as per Constitution. − The legal framework in terms of regulation to access financial resources remains favourable and over the next four years no new laws are approved that restrict the operational space for CSOs.

Actions:

A. Analysis: Studies, mappings and research
Research: N. A.

B. Policy dialogue, consultation and facilitation
Dialogue ▪ Facilitate engagement with government and public authorities both in a public way (through public declarations) and through informal pressure (including meetings with government representatives) ▪ Facilitate the dialogue among citizens, CSOs and the government on funding opportunities (EDF measures for civil society) ▪ Facilitate (online) exchange platforms at national, regional and international level Stakeholders: EU and Member States

C. Funding: Operational support including mainstreaming
Operational support: • Support initiatives among CSOs, including the provision of funds, spaces and political support to public advocacy actions and legal actions for defending the CSO rights • Support the creation of an IT platform where CSOs, individually or through national umbrellas, can dialogue with international and regional CSOs for sharing information about funding availability • Support actions ensuring that grassroots organisations operating in areas where internet connections are slow or no existents, have access to those information (e-newsletter, information exchange points established and functional throughout the country, etc) Stakeholders: EU and Member States

Priority 3
CSOs representatives have the right to receive and impart information also through the media

Indicator(s)

- The Constitutional provisions related to access to information are respected and enforced.

- Public institutions answer the majority of requests for access to public information, in a clear format, provide written explanations on the reasons for refusal, and highlight the right to appeal and the procedure for appealing.

- Media and CSOs have access to information without restrictions imposed on accessing any source of information.

Actions:

A. Analysis: Studies, mappings and research

N.A.

B. Policy dialogue, consultation and facilitation

Dialogue

- Facilitate information-sharing platforms allowing engagement among public authorities, media and CSOs

- Facilitate dialogue and coordination space between Government, development partners and CSOs for advocating transparency and access to information, for sharing relevant documents and for effectively engaging all actors in accessing public information

Stakeholders: EU and Member States

C. Funding: Operational support including mainstreaming

Operational support:

- Support relevant and timely information dissemination activities to local platforms and exchange networks, including through the use of an information portal

- Support joint CSOs and media initiatives increasing public awareness on issues of concern, particularly in rural areas.

- Support CSOs advocacy initiatives for promoting and implementing media reforms

- Support civil society in monitoring the role of media

- Supporting cohesion initiatives of CSOs in actively advocating for access of public information at local and national level

- Supporting advocacy initiatives among CSO, including actions aimed at promoting the improvement of governance, for ensuring that citizens requests to Government concerning access to public information are heard

Stakeholders: EU and Member States

II Pillar: Meaningful Participation in Policy Dialogue and Domestic Policies

Priority 4
The State recognises the role of civil society in development, and CSOs are effectively included in national policy and decision-making process, as well as in the legislative process

Indicator(s)
- CSO consultations by the Government are part of standard government procedures. Number of CSO consulted by sector and geographical area increases each year.   - CSOs from different areas of interest regularly participate in all phases of the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset) implementation and evaluation. There are examples demonstrating that cooperation between the State and CSOs is improved and implemented according to or beyond the measures envisaged in the Zim Asset.   - Public institutions actively publish draft and adopted laws and policies, unless they are subject to legally prescribed exceptions, and openly invite all interested CSOs to comment on policy and legal initiatives at an early stage. CSOs are provided with adequate information on the content of the draft documents and details of the consultation with sufficient time to respond.   - Written feedback on the results of consultations is made publicly available by public institutions.

Actions:

A. Analysis: Studies, mappings and research
Research: Research and knowledge production on experiences of CSOs' engagement in national development and policy processes and on active actors, including at the local level, for governance and policy dialogue   Stakeholders: EU, Germany

B. Policy dialogue, consultation and facilitation
Dialogue: - Advocate for regular participation of CSOs in government-led forums on development   - Support the establishment of permanent mechanisms ensuring the participation of civil society in monitoring and evaluating implementation of the Zim Asset   - Facilitate and support development dialogue initiatives where CSOs are invited to participate as stakeholders, divided by sector/geographical area   - Facilitate platforms for policy dialogue at local and national level   - Support the creation of permanent forums to which all stakeholders participate to define policies, are provided with adequate information on the content of the draft policies and

written feedback of the outcome of the consultations
<u>Stakeholders</u>: EU and Member States

C. Funding: Operational support including mainstreaming

Operational Support:

- Support platforms for improving the dialogue on development within sectors at local and national level

- Support regional platforms where Zimbabwean CSOs can exchange information/ experiences within the SADC region

- Support national umbrella organisations aimed at monitoring and evaluating the implementation of Zim Asset Agenda systematically

- Support capacity building initiatives for policy dialogue targeting CSOs, networks and platforms at the local and national level

- Generate and disseminate relevant development information through the publication of all relevant reports and case-studies

- Allocate ad hoc funds for CSOs projects aiming at participating actively to policy focused and governance initiatives

<u>Stakeholders</u>: EU and Member States

Priority 5
The inclusiveness of existing space for dialogue in the area of gender equality and women's empowerment is enhanced

Indicator(s)

- Level of CSOs engaged in supporting reform of discriminatory laws, i.e. Marriage Law reform, by the competent National Ministry.

- Number of CSOs actively involved in representing women's voice as regarding economic empowerment of women, including access, control and ownership of land, property, and other resources.

- Number of CSOs active in raising awareness on gender issues and monitoring implementation of gender equality policies.

- Capacity of women's organisations in institutional and project management is strengthened.

- Dialogue between gender advocates and policy-makers on women's role in peace and security issues increased.

Actions:

A. Analysis: Studies, mappings and research

Research:

- Research and knowledge production on experiences of mainstreaming gender and promoting women's participation at various levels (both policy and practice)

Stakeholders: EU, Denmark, Germany

B. Policy dialogue, consultation and facilitation

Dialogue:

- Political and diplomatic support in engaging with government and public authorities on the harmonisation of national policies with regional and international instruments regarding women's participation and gender equality

- Support the creation of "safe spaces" for debate and for initiative, through the participation to meetings and events promoted by CSOs and focusing on sensitive issues (messages, stakeholders, partners, suitable platforms and coordination efforts)

Stakeholders: EU Delegation and Member States

C. Funding: Operational support including mainstreaming

Operational Support:

- Support initiatives for policy and technical engagement between key state institutions (key Ministries, Parliament, Judiciary, Independent Commissions, development partners) and CSOs engaged in gender-related activities

- Support initiatives among CSOs for advocating for reforms of discriminatory laws and alignment of relevant laws with the new Constitution

- Support capacity building and awareness initiatives addressed both to the public and CSOs themselves on gender issues and the new Constitution

- Allocate funds for improving the capacity of women's organisations

- Support the development of space for ensuring CSOs participation for monitoring the implementation of the Domestic Violence Act and participation of women in peace building and reconciliation in light of UNSCR 1325

- Support initiatives on women's economic empowerment

Stakeholders: EU and Member States

Priority 6
The inclusiveness of existing space for dialogue for the protection and promotion of the rights of marginalised and vulnerable groups is enhanced

Indicator(s)
- Level of CBOs and CSOs engagement in policy dialogue for vulnerable and marginalised groups (youth, children, women, people living with disabilities, HIV infected and affected, LGBT, ethnic and linguistic minorities).   - Number of CBOs and CSOs actively involved in advocating for marginalised groups' rights.   - Level of responsiveness of government and other organs of the state to the views of civil society on inclusiveness of marginalised groups.   - Number of CSOs involvement in consultations for the UN Reports on ratified Conventions, UPR follow up, etc.

Actions:

A. Analysis: Studies, mappings and research
Research: Mapping study of donor interventions and activities in support of marginalised groups   Stakeholder: EU

B. Policy dialogue, consultation and facilitation
Dialogue: - Facilitate engagement with government and public authorities both in a public way (through public declarations) and through informal pressure (including meetings with government representatives) for the protection and promotion of human rights   - Facilitate platforms for debate and for initiative, through the participation to meetings and events promoted by CSOs and focusing on sensitive human rights issues (messages, stakeholders, partners, suitable platforms and coordination efforts)   Stakeholders: EU and Member States

C. Funding: Operational support including mainstreaming
Operational Support: - Support initiatives for policy and technical engagement with key state institutions (key Ministries, Parliament, Judiciary, Independent Commissions, Local Authorities and security forces) and CSOs engaged in activities to support rights of minorities and vulnerable groups   - Support cohesion initiatives among CSOs for advocating with Government for the implementation of the Convention on the Rights of Persons with Disabilities

- Develop mechanism for supporting CSOs to represent marginalised groups and increase awareness against discrimination for marginalised groups

- Earmarking funds for supporting grassroots organisations working with women and socially excluded groups and minorities in income generating activities

Stakeholders: EU and Member States

Priority 7
Civil society plays its watchdog role and meaningfully participates in the strengthening and monitoring of activities promoted in the priority/focal sectors of EU and Member States' cooperation with the Government of Zimbabwe

Indicator(s)

- Leadership and management capacity of CSOs is enhanced.

- Regular cooperation between civil society, the Parliament and the Constitutional Commissions is ensured.

- Knowledge and skills level of CSOs in the focal sectors is enhanced so that they can empower communities to hold service providers accountable.

- Number of networks and coordination mechanisms including CSOs and public authorities with other actors (service providers, trade unions, private sector organisations).

Actions:

A. Analysis: Studies, mappings and research

Research:

- Stakeholder analysis of all relevant CSOs and CBOs active in the focal sectors at the grass-root and national levels

Stakeholder: EU

B. Policy dialogue, consultation and facilitation

Dialogue:

- Structured and institutionalised dialogue with selected CSOs for the focal sectors at all levels, with particular attention to the grassroots level

- Support the participation of grassroots organisations/community-based organisation in the existing dialogue and coordination spaces in the priority sectors between donors, governments and 2nd level organisations

Stakeholders: EU and Member States

C. Funding: Operational support including mainstreaming

Operational Support:

- Support civil society in playing its accountability role in the delivery of public services

- Support capacity building initiatives for empowering communities

- Support information and knowledge sharing mechanisms both at local and central level among CSOs

- Support capacity building initiatives targeting single CSOs operating as well as exchange

sectorial networks and platforms, focusing in particular in networking, knowledge management, agenda setting, in particular in the inclusive economic growth sector

- Support initiatives coming from new actors to EU cooperation (trade unions, private sector organisations) and partnership initiatives among CSOs, trade unions and the private sector.

<u>Stakeholders</u>: EU and Member States

III Pillar: Capacity development

Priority 8
CSOs are independent and professional actors in promoting development in Zimbabwe

Indicator(s)
− Number of CSOs staff trained in fundraising, project cycle management, reporting, monitoring and evaluation, research and advocacy, financial management. − Number of CSOs supported in carrying out their mandate. − Number of CSOs that adopt a Code of Conduct/ Code of Ethics to deliver assistance in a transparent and accountable manner. − Existence and implementation status of information and transparency mechanism to report back about the situation of internal governance.

Actions:

A. Analysis: Studies, mappings and research
Research: • Code of Conduct applicable to CSOs in Zimbabwe (starting from the Code of Conduct developed by NANGO) Stakeholders: EU and Member States/ other donors participating to the pool fund

B. Policy dialogue, consultation and facilitation
N.A.

C. Funding: Operational support including mainstreaming
Operational support: ▪ Support civil society's efforts to develop and enforce internal governance standards/codes of conduct/etc. ▪ Support initiatives focusing on sharing experiences and knowledge among organisations, including at the local level (e.g. provincial coordination), as well as mentoring of more structured CSOs to smaller organisations ▪ Support strategy setting and institutional development plans at organisation level, particularly for grass root organisations ▪ Support initiatives introducing "knowledge management" procedures within organisations, prioritising organisation-based capacity strengthening activities over training-based activities Stakeholders: EU and Member States ▪ Creation of a Civil Society Fund for funding CSOs in strengthening their internal capacity in fundraising, project cycle management, reporting, monitoring and evaluation, research and advocacy, financial management Stakeholders: UK and other Member States participating in the pool fund

Priority 9
Better coordination and networking amongst CSOs and with other actors (i.e. private sector) also allows for diversification in the source of funding

Indicator(s)

- − Number of existing partnerships and platforms strengthened in order to contribute to policy formulation and advocacy around thematic areas, which act in a complementary and not competitive manner.

- − Existing formal and informal networks support shared strategies or interests at national, with a specific focus on including grass root organisations, and regional levels.

- − Number of networks and alliances established among CSOs and private sector increased and level of engagement of CSOs platforms and networks in finding alternative way for funding (i.e. income generating activities, private sector).

- − Increase number of private sectors involved in Corporate Social Responsibility projects.

Actions:

A. Analysis: Studies, mappings and research

Research:

- • Mapping study on the existing coordination networks/coalitions and platforms for Zimbabwean CSOs at community, national and regional level

Stakeholder: EU

- • Mapping study on the private sector's Corporate Social Responsibility (CSR) policy in Zimbabwe

Stakeholder: EU

B. Policy dialogue, consultation and facilitation

Dialogue

- • Facilitate dialogue with CSOs on thematic/sectorial levels as well as grassroots, local, national and regional levels

- • Open up the space for dialogue to private sector actors and build new alliances with these new actors

- • Strengthen and institutionalised dialogue among CSOs for finding alternative opportunities for funding

Stakeholders: EU and Member States

C. Funding: Operational support including mainstreaming

Operational support

- Support capacity building initiatives targeting single networks and platforms, focusing particularly on networking, knowledge management (for improving the quality of positions papers), agenda setting, etc.

- Support the institutional strengthening of networks/platforms/coalitions and the strengthening of their constituencies

- Support initiatives aimed at increasing the visibility among citizens of CSOs networks

- Support initiatives focusing on the partnership among profit and no profit organisations

- Support and Target funds for improving the involvement of grass root level organisations in networks/platforms

- Support communication initiatives and alliances between CSOs and private sector organisations to solve emerging social problems

Stakeholders: EU and Member States

Priority 10
Donor requirements for CSOs are harmonised and more flexible funding instruments allow CSOs to keep coherent with their mandate and setting strategies

Indicator(s)
− Donor reporting and financial rules are harmonised also by taking into account the specific nature of the CSOs and are proportionate to the size of the organization and its type/scope of activities, including smaller and grassroots organisations. − Number of donors adopting long-term strategies and objectives with regard to CSOs.

Actions:

A. Analysis: Studies, mappings and research
N.A.

B. Policy dialogue, consultation and facilitation
Dialogue: • Strengthen and structure dialogue among donors (EU, UN, other donors) for discussing a common strategy and objectives for effective funding for civil society and dissemination of the results of this dialogue Stakeholders: EU and Member States in particular UK through the Human Rights and Governance Group (HRGG)

C. Funding: Operational support including mainstreaming
Operational support • Support initiatives of CSOs which are coherent with their mandate • Support partnership initiative between CSOs and new actors to the EU cooperation (private sectors organisations) • Funding to CSOs is shared among regions of the country Stakeholders: EU and Member States

5. DASHBOARD

Country: Zimbabwe		
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.	
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.	
Joint actions	Member States present in the country are actively involved in the implementation of the Roadmap priorities.	
Outcome		
Priority	Indicator	Achievement
1. *All individuals and legal entities can freely establish, join and participate in informal and/ or registered organizations and CSOs representatives, individually or through their organisation, enjoy freedom of expression*	There is a legal framework preserving and promoting freedom of association as per Constitution. Current laws affecting CSOs are harmonised with the 2013 Constitution, and registration rules for CSOs are clearly prescribed and allow for easy, timely and inexpensive registration and appeal process. There are no cases of violation of the right to freedom of expression for all and no cases where individuals, including CSO representatives and Human Rights Defenders, would be persecuted for critical speech, in public or private.	
2. *CSOs operate freely without unwarranted state interference in*	The legal framework provides guarantees against state interference in internal matters of associations, foundations and other types of non-	

their internal governance and activities, including in the way they secure their financial resources	profit entities as per Constitution. The legal framework in terms of regulation to access financial resources remains favourable and over the next four years no new laws are approved that restrict the operational space for CSOs.	
3. *CSOs representatives have the right to receive and impart information also through the media*	The Constitutional provisions related to access to information are respected and enforced. Public institutions answer the majority of requests for access to public information, in a clear format, provide written explanations on the reasons for refusal, and highlight the right to appeal and the procedure for appealing. Media and CSOs have access to information without restrictions imposed on accessing any source of information.	
4. *The State recognises the role of civil society in development, and CSOs are effectively included in national policy and decision-making process, as well as in the legislative process*	CSO Consultations by the Government are part of standard government procedures. Number of CSO consulted by sector and geographical area increases each year. CSOs from different areas of interest regularly participate in all phases of the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset) implementation and evaluation. There are examples demonstrating that cooperation between the State and CSOs is improved and implemented according to or beyond the measures envisaged in the Zim Asset. Public institutions actively publish draft and adopted laws and policies, unless	

		they are subject to legally prescribed exceptions, and openly invite all interested CSOs to comment on policy and legal initiatives at an early stage. CSOs are provided with adequate information on the content of the draft documents and details of the consultation with sufficient time to respond. Written feedback on the results of consultations is made publicly available by public institutions.	
5.	*The inclusiveness of existing space for dialogue in the area of gender equality and women's empowerment is enhanced*	Level of CSOs engaged in supporting reform of discriminatory laws, i.e. Marriage Law reform, by the competent National Ministry. Number of CSOs actively involved in representing women's voice as regarding economic empowerment of women, including access, control and ownership of land, property, and other resources. Number of CSOs active in raising awareness on gender issues and monitoring implementation of gender equality policies. Capacity of women's organization in institutional and project management is strengthened. Dialogue between gender advocates and policy-makers on women's role in peace and security issues increased.	
6.	*The inclusiveness of existing space for dialogue for the protection and promotion of the rights of marginalised and vulnerable groups*	Level of CBOs and CSOs engagement in policy dialogue for vulnerable and marginalised groups (youth, children, women, people living with disabilities, HIV infected and affected, LGBT, ethnic and linguistic minorities).	

is enhanced	Number of CBOs and CSOs actively involved in advocating for marginalized group rights. Level of responsiveness of government and other organs of the state to the views of civil society on inclusiveness of marginalized groups. Number of CSOs involvement in consultations for the UN Reports on ratified Conventions, UPR follow up, etc.	
7. *Civil society plays its watchdog role and meaningfully participates in the strengthening and monitoring of activities promoted in the priority/focal sectors of EU and MS cooperation with the Government of Zimbabwe*	Leadership and management capacity of CSOs is enhanced. Regular cooperation between civil society, the Parliament and the Constitutional Commissions is ensured. Knowledge and skills level of CSOs in the focal sectors is enhanced so that they can empower communities to hold service providers accountable. Number of networks and coordination mechanisms including CSOs and public authorities with other actors (service providers, trade unions, private sector organisations).	
8. *CSOs are independent and professional actors in promoting development in Zimbabwe*	Number of CSOs staff trained in fundraising, project cycle management, reporting, monitoring and evaluation, research and advocacy, financial management. Number of CSOs supported in carrying out their mandate. Number of CSOs that adopt a Code of Conduct/ Code of Ethics for deliver assistance in a transparent and accountable manner. Existence and implementation status	

	of information and transparency mechanism to report back about the situation of internal governance.	
9. Better coordination and networking amongst CSOs and with other actors (i.e. private sector) also allows for diversification in the source of funding	Number of existing partnerships and platforms strengthened in order to contribute to policy formulation and advocacy around thematic areas, which act in a complementary and not competitive manner. Existing formal and informal networks support shared strategies or interests at national, with a specific focus on including grass root organisations, and regional level. Number of networks and alliances established among CSOs and private sector increased and level of engagement of CSOs platforms and networks in finding alternative way for funding (i.e. income generating activities, private sector). Increase number of private sectors involved in Corporate Social Responsibility projects.	
10. Donor requirements for CSOs are harmonised and more flexible funding instruments allow CSOs to keep coherent with their mandate and setting strategies	Donor reporting and financial rules are harmonised also by taking into account the specific nature of the CSOs and are proportionate to the size of the organization and its type/scope of activities, including smaller and grassroots organisations. Number of donors adopting long-term strategies and objectives with regard to CSOs.	