



This action is funded by the European Union

ANNEX 3

of the Commission Implementing Decision on the Annual Action Programme 2015
of the DCI Pan-African Programme

Action Document for “Enhancing civil society’s role in Pan-African issues”

INFORMATION FOR POTENTIAL GRANT APPLICANTS

WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in section: 5.4.1.

| | | | | |
|--|--|-------------------------------------|----------------------------------|-------------------------------------|
| 1. Title/basic act/ CRIS number | “Enhancing civil society’s role in Pan African issues” CRIS number: DCI/PANAF/38025 financed under the Development Cooperation Instrument | | | |
| 2. Zone benefiting from the action/location | Pan-African The action shall be carried out at the following location: Africa | | | |
| 3. Programming document | Pan-African Programme Multi-Annual Indicative Programme 2014-2017 | | | |
| 4. Sector of concentration/ thematic area | Strategic Areas 2 “Democracy, Good governance and Human Rights” and 6 “Global and cross-cutting issues” | | | |
| 5. Amounts concerned | Total estimated cost: EUR 22 200 000 Total amount of EU budget contribution EUR 20 000 000 from the general budget of the European Union for 2015. This action is co-financed by potential grant beneficiaries for an indicative amount of EUR 2 200 000 | | | |
| 6. Aid modality(ies) and implementation modality(ies) | Project Modality Direct management – grants – call for proposals | | | |
| 7. DAC code(s) | 15150 - Democratic participation and civil society | | | |
| 8. Markers (from CRIS DAC form) | General policy objective | Not targeted | Significant objective | Main objective |
| | Participation development/good governance | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| | Aid to environment | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | Gender equality (including Women In Development) | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

| | | | | |
|--|---|-------------------------------------|------------------------------|--------------------------|
| | Trade Development | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | Reproductive, Maternal, New born and child health | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | RIO Convention markers | Not targeted | Significant objective | Main objective |
| | Biological diversity | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | Combat desertification | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | Climate change mitigation | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | Climate change adaptation | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 9. Global Public Goods and Challenges (GPGC) thematic flagships | N/A | | | |

SUMMARY

Civil Society is a central constituent part of democratic policy-making and implementation at all levels: local, national, regional and continental. As civil society has grown rapidly across Africa in the last three decades, donors have considerably supported its development. However, despite the growing importance of regional and continental level policy-making institutions in Africa, most of the support to civil society organisations (CSOs) has been at local and national levels. As a result, the growth in continental institutional capacity and influence has not been mirrored in civil society, whose ability to engage with, and influence, continental policy design and implementation remains limited. This is regrettable since the African Union's (AU) role, efficiency and influence would greatly benefit from a stronger partnership with civil society.

This deficit is most obvious in two specific areas: 1) the lack of structured processes to ensure that existing AU legal norms and reforms are implemented and that their status is duly monitored and 2) the fact that the aspirations and needs of the people are not properly taken into consideration when elaborating new policies and programmes.

In order to improve civil society's engagement with the AU, it is therefore essential to support its capacities to promote the translation of continental commitments and norms into national legal frameworks and promote their inputs in policy debates and decisions making, especially in priority areas of democratic governance and human rights, peace and security. Given the demographic weight of young people in Africa and their great potential as drivers of change, youth perspectives on those issues should be given particular attention.

Support to civil society to fully play its role in the policy making processes at continental level will ultimately strengthen the Africa-EU Partnership and enable the Joint Africa-EU Strategy (JAES) to better deliver on its commitment to be a "people-centred partnership". In line with the JAES Roadmap for 2014-2017, it will indeed contribute to ensure the active participation of civil society in Africa-European Union (EU) dialogue and cooperation, to tackle the issues of gender equality and the rights of the most marginalised or vulnerable groups.

This project will be implemented in direct management by the European Commission through a call for proposals promoting a multi-stakeholder approach, around a limited number of priority themes of particular importance to civil society in Africa: i) Democratic Governance, ii) Human Rights, iii) Peace and Security and iv) Gender equality and Women empowerment. In those thematic areas, the active involvement of youth actors will be given particular attention.

1 CONTEXT

On average over 2005-2015, Africa has experienced impressive growth, with an annual real Gross Domestic Product (GDP) increase of 5.6%. This has not only been driven by favourable commodity prices but also extended to countries that do not possess significant natural resources. This dynamism should continue since Africa's GDP is expected to double by 2030. With 30 million km² of land, making Africa the second biggest continent, the subsoil is a tremendous asset. Demography is also dynamic. Today, 16% of the world's population lives in Africa. Around 2030, 1 person out of 4 will be African and at the end of the 21st century, 4 out of 10. In the long run, only Africa will be capable of satisfying the global need for a young and cheap labour force, with an economically active population (15-64 years) that will almost double. The population will not only be increasingly younger but also urbanised: sub-Saharan Africa's urban population is thus projected to double by 2030.

Yet, Africa's growth is not generating the jobs that its people need. In 2013, approximately 27.2% of young people in the labour force were without work compared to 26.6% in 2012. Although the proportion of people living in extreme poverty (i.e. on less than USD 1.25 a day) in sub-Saharan Africa decreased from 53% in 1981 to 47% in 2011, almost one out of every two Africans lives in extreme poverty. If Africa fails to create the jobs its growing population needs, unemployed urban youth could become a source of potential future instability and irregular migration. Typically, out of the 33 fragile states identified in 2015, 18 are African. There is also room for more progress in the areas of inclusion, gender equality and environmental sustainability which are needed to further promote sustainable human development.

1.1 Sector analysis

Civil Society is a crucial part of democratic policy-making and implementation. It plays a critical role in governance and development processes, in improving the quality and effectiveness of public policies and in promoting the fair management of public resources. In Africa, CSOs have experienced an exponential growth in the last decade, despite the lack of formal space in many countries.

The growing importance of regional and continental institutions in Africa has prompted CSOs to organise themselves to be increasingly active and efficient at those levels. At continental level, attempts by CSOs to influence and contribute to the implementation of the African Union (AU) agenda are gaining momentum, mostly in relation to human rights and democratic governance

CSOs have thus been pivotal in the gradual strengthening of the African Human Rights System, and several key AU organs, such as the African Commission on Human and Peoples' Rights (ACHPR), the African Court on Human and Peoples' Rights (AfCHPR) and the African Committee of Experts on the Rights and Welfare of the Child (ACERWC), rely on the technical support and expertise of CSOs for their work.

Similarly, civil society's involvement is a prerequisite for the full operationalisation of the African Governance Architecture (AGA), for instance for the implementation and monitoring of AU legal instruments¹, for holding governments accountable and for their popularisation among African people through advocacy and awareness-raising activities. CSOs can also contribute to advance the AU's agenda on gender equality and women's empowerment and in promoting peace, security and

¹ These mainly include the African Charter on Human and Peoples Rights' (1981); the Protocol on the Rights and Welfare of the Child (1990), the African Union Convention on Preventing and Combating Corruption (2003); the Protocol to the African Charter on Human and Peoples Rights on the Rights of Women in Africa (2003); the Memorandum of Understanding relating to the African Peer-Review Mechanism (2003); and the African Charter on Democracy, Elections and Governance (2007).

stability. In line with the 2005 UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions, to which the EU, its Member States and many African countries are parties, CSOs can also contribute to the protection and promotion of the diversity of cultural expressions.

While the increasing number of initiatives at continental level originating from CSOs demonstrates their interest to play a bigger role, their potential is still insufficiently utilised and more can be done to encourage their engagement.

This is also the case for youth, which represents the bulk of the African population (65% of the population below the age of 35 years today and projection that 75% people will be on average 20 years old by 2020) and is characterised by great potential, dynamism and resilience while, at the same time, having legitimate aspirations for stronger participation in socio-economic and political development.

1.1.1 Public Policy Assessment and EU Policy Framework

The Constitutive Act of the AU recognises the role of the people in building a Union based on “*a partnership between governments and all segments of civil society*”. The African Heads of State and Government have thus decided to involve civil society in the development of the strategic policy framework for the continent (“Agenda 2063”), and adopted a specific AU Youth Programme to translate the objectives of the AU Youth Charter into reality.

At the institutional level, the AU Constitutive Act created a space for civil society participation by establishing two key organs: the Pan-African Parliament (PAP) and the Economic, Social and Cultural Council (ECOSOCC). The New Partnership for Africa's Development (NEPAD) and the African Peer Review Mechanism (APRM) also provide opportunities for civil society engagement.

More advanced mechanisms to facilitate CSO's contribution also exist in the areas of human rights and peace and security. The ACHPR has thus established close working relationships with more than 300 CSOs to whom it has granted observer status and which participate to the NGO (non-governmental organisations) Forum taking place before the ACPHR sessions. Other ad hoc CSOs groups are frequently formed to support the work of ACHPR on pressing issues, while the AfCHPR and the African Committee of Experts on the Rights and Welfare of the Child (ACERWC) also foresee the space for collaboration with CSOs. Along the same line, the Peace and Security Council (PSC) of the AU has put in place a mechanism for interaction (the "Livingstone Formula") to allow CSOs to feed into its work through research and advocacy.

The African Union Commission (AUC) Strategic Plan 2014-2017 also foresees support to civil society participation and engagement at the continental level and several AUC departments have established regular contacts with CSOs: the Citizens Directorate (CIDO) which provides the secretariat for the ECOSOCC, the Department of Political Affairs (DPA) which conducts outreach activities and engagement with civil society under the AGA, or the Department of Social Affairs (DSA) and the Women and Gender and Development Directorate (WGDD). A number of CSOs have signed individual Memorandums of Understanding (MoUs) with these departments to collaborate on specific themes (FGM (female genital mutilation), gender equality, etc).

Despite the fact that civil society has some entry points for engagement with the AU institutions, there is nevertheless a lack of spaces for structured policy dialogue. Moreover, the institutional arrangements to facilitate CSO engagement at the continental level are not adequate.

In the European Union, the policy framework with regard to the role of civil society in external relations is articulated in the two Communications of the Commission: "Increasing the impact of

EU development policy: an Agenda for Change" (2011), in which the EU commits to “*support the emergence of an organised local civil society able to act as a watchdog and partner in dialogue with national governments*” and "The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations" (2012), which proposes to provide a more strategic support to CSOs as independent development actors with a role in policy-making. This new approach led to the creation of the Policy Forum on Development, an inclusive and multi-stakeholders platform for dialogue to exchange on issues of global and EU concerns, bringing together actors from different regions of the world.

The notion that people should be at the heart of the Africa-EU Partnership and the promotion through the Joint Africa-EU Strategy (JAES) of a “*broad based and wide-ranging people centered partnership by empowering non-state actors and creating the enabling environment for their effectiveness*” is therefore in line with both the AU’s and the EU’s strategies.

This dimension was recalled during the JAES Civil Society Forum which met in the margins of the 2014 Africa-EU Summit and called upon African and European leaders to “*find spaces for people’s participation in the partnership and deepening the dialogue between EU and African institutions and their peoples*”. The same consideration prevailed during the 2014 Africa-Europe Youth Leaders’ Summit, which asked for the involvement of youth groups in policy development and implementation in Africa and the EU.

In line with the Africa-EU Roadmap for 2014-17, the Multiannual Indicative Programme of the Pan-African Programme foresees support to CSOs under strategic areas 2 (support to CSOs’ contribution to good governance and human rights) and 5 (support to CSOs in the JAES). Given the convergence of the expected results for these two components, it was decided to propose a unique intervention which builds on those two areas, while reflecting the importance of governance in particular.

The action proposed seeks to increase people’s access to - and participation in - democratic political processes, support people in claiming their rights and hold governments accountable for their respect and protection, with a particular focus on the rights of youth and women. It is therefore fully in line with the rights-based approach encompassing all human rights².

1.1.2 Stakeholder analysis

The proposed action will impact positively several groups of key stakeholders:

- The **target groups** will be African CSOs³, including NGOs, think tanks and research institutes, the media and youth organisations. Given the geographical scope of the action, priority will be given to networks and platforms active at continental level in engaging with the African Union organs and bodies. The involvement of European CSOs in this action will be encouraged, in line with the philosophy of the Africa-EU Partnership.
- The **main beneficiaries** of the action will be the African people. Vulnerable and under-represented groups (such as women, children, youth and discriminated groups) will particularly benefit from this action which seeks to support progress in the implementation of continental

² DCI Regulation 233/2014, Article 3.8b.

³ COM(2012)492 final “The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations”, civil society organisations include membership-based, cause-based and service-oriented CSOs. Among them, community-based organisations, non-governmental organisations, faith-based organisations, foundations, research institutions, Gender and LGBT organisations, cooperatives, professional and business associations, and the not-for-profit media. Trade unions and employers' organisations, the so-called social partners, constitute a specific category of CSOs”.

commitments/decisions, most of which aim to improve specifically the rights of persons belonging to those groups.

This action will encourage a multi-stakeholder approach to bring different categories of actors to establish partnerships in order to increase the impact of their activities.

1.1.3 Priority areas for support/problem analysis

Although the legislative and institutional frameworks of the AU provide space for involvement of civil society organisations, little engagement actually takes place.

In the case of ECOSOCC, its eligibility requirements for membership have long been contentious. The requirement that 50% of the CSOs' resources must be internally derived is a big challenge for most organisations, while the 150-membership limitation is widely seen as inadequate to reflect the diversity of civil society actors across the continent. The decision to entrust the ECOSOCC secretariat to a department of the AUC has also given rise to structural challenges and has made it difficult for ECOSOCC to fully fulfil its mandate. Notwithstanding those deficiencies, ECOSOCC remains the only formal avenue for CSOs' engagement with the AU.

As for the PAP, while its rules of procedure foresee to a certain extent civil society participation, little interaction actually takes place, with the exception of occasional committee meetings and workshops to which CSOs, mainly research institutes and think-tanks, are invited to participate.

In the case of the APRM, the full access of CSOs to the review processes is undermined by numerous challenges such as the lack of information or the weakness of the APRM secretariat. Equally, the weaknesses of the AU Anti-Corruption Body (AUABC) have not yet allowed for a strong interaction with CSOs despite its mandate.

African CSOs also suffer from a number of challenges that impede their effective engagement at continental level. Their limited knowledge or understanding of the AU institutions, procedures and decision-making processes limit their engagement with these. Besides, their lack of coordination, technical capacities and resources prevent them from engaging effectively in advocacy efforts at continental level in a continuous manner. As a consequence, international NGOs have generally been more visible, organised and effective due to their technical capacity and access to resources (especially from donors).

Finally, another constraining factor in many African countries is the fact that CSOs - particularly those focused on human rights issues - increasingly face legal restrictions to their work, including restrictions to receive or manage funds, to register legally, to travel or communicate freely. Attendance at AU Summits for instance has been made difficult by challenges to obtain visas and accreditation.

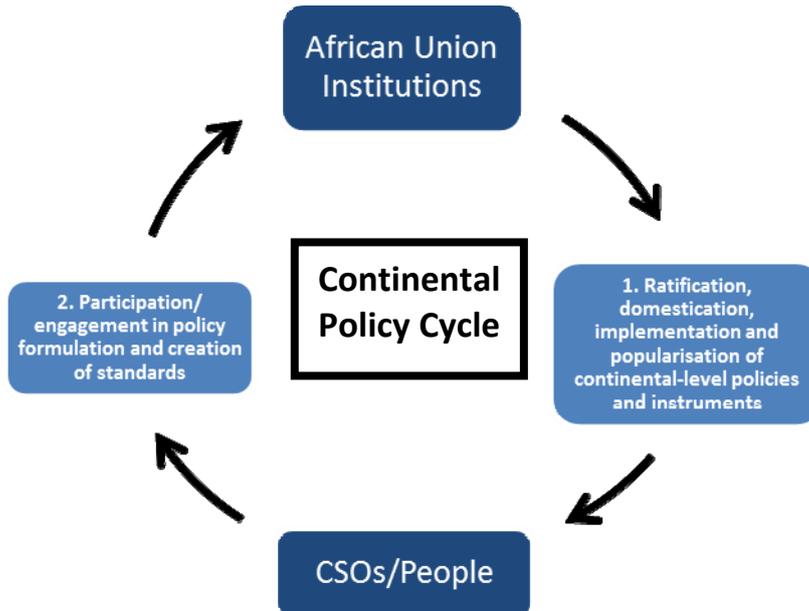
The main problems to be addressed can be summarised as follows:

- Lack of structured policy dialogue spaces and inadequate institutional arrangements to facilitate CSOs' engagement at continental level;
- Insufficient knowledge and understanding by CSOs of the AU institutions, procedures and decision-making processes which limit their ability to leverage and influence AU decisions/policies;
- CSOs' lack of institutional and technical capacities and resources;
- Lack of structure bringing CSOs together on issues of continental dimension with the result that engagement is neither well organised nor coordinated and inputs from civil society often remain ad hoc;

- Closing of political space for CSOs in many countries.

These factors contribute to a **democratic deficit of the policy- and decision-making processes at continental level in Africa**, which translates into two major “gaps” in the policy cycle:

- the sub-optimal role played by CSOs in the popularisation and in the promotion of the ratification/domestication and implementation of existing continental legal instruments and policies, in particular in the area of democratic governance and human rights;
- the lack of consistent and clearly articulated inputs from CSOs in continental programme prioritisation, design, formulation and implementation.



In order to address the problems identified, any strategic support to CSOs at continental level must therefore support their capacities and means to contribute to these two components of the policy cycle by:

- **Increasing CSOs’ ability to contribute to a more effective implementation and monitoring of continental legal instruments and in their popularisation;**
- **Supporting the increased participation and contribution of African CSOs in continental policy and decision making and standard-setting.**

These dynamics are mutually reinforcing and it is expected that activities by CSOs in promoting the implementation of the existing legal frameworks will in turn reinforce their capacities to engage more substantively in policy dialogue with AU organs.

Any intervention addressing these issues will need to involve the media which can play a key role in sensitising and informing people of their rights, raising their awareness of the role of AU institutions, thereby enhancing their ownership of AU programmes.

Think-tanks/research institutes will also be brought on board to provide expertise and technical support by conducting detailed research on aspects of compliance with existing legislative frameworks and instruments and by producing quantitative and qualitative analysis on democratic governance trends, challenges and opportunities in Africa.

Partnerships between African and European CSOs will contribute to capacity development and knowledge transfer while facilitating joint efforts in areas of common interest.

Priority thematic areas

In order to increase the impact of the action, the scope of intervention will be limited to a selected number of thematic areas, chosen on the basis of the following criteria:

- be in line with i) the African Union’s core mandate and flagship initiatives, ii) the priorities of the JAES Roadmap 2014-2017 and with iii) the recommendations of the 2014 Africa-EU Civil Society Forum and Youth Summit;
- reflect an existing CSO’s priority (demand-driven) and a sector where CSOs are already active and where their contributions can be bring more added-value;
- be complementary with activities undertaken with AU institutions in related areas.

As a result, the action will focus on the following thematic areas: **i) Democratic Governance, ii) Human Rights, iii) Peace and Security and iv) Gender**, with a particular focus on improving CSOs' engagement and contribution to the operationalisation of the AGA, to strengthening the African Human Rights System, to the advancement of Peace and Security in Africa and to the implementation of AU gender-related initiatives.

Given the significant demographic weight of youth as well as the fact that they are primarily affected by the changes on the continent, issues of concern to them should be better reflected and prioritised in the policy making at continental level. For that reason, youth will be given special attention in the activities to be implemented under this action.

2 RISKS AND ASSUMPTIONS

| Risks | Risk level (H/M/L) | Mitigating measures |
|--|---------------------------|---|
| Lack of willingness of African continental institutions to engage more with CSOs. | M/H | Through an effective networking and communication strategy, it is hoped that political trust will continue to be built. |
| Lack of representativeness at continental level of CSOs. | M | The action will seek to build representativeness by encouraging existing CSOs structures to be more inclusive where they exist, and by building generally the capacity of civil society to increase its engagement at continental level. |
| Weak capacity of CSOs to engage on issues relating to policy formulation (evidence building, analysis, advocacy, etc.) and policy monitoring, implementation, etc. | L/M | The action will focus on strengthening the capacities of organisations as a prerequisite for conducting activities. Partnerships between European and African CSOs and/or CSOs and think tanks/research institutes will be conducive to capacity transfers and help mitigate this risk. |
| Lack of synergies between this action and other EU-funded programmes at regional and transnational level. | L | Regular exchanges of information among Commission services, EU Delegations and interested EU Member States will be encouraged. |
| Lack of willingness of CSOs to work together in partnerships/ coalitions. | L/M | Call for proposals will establish clear requirements and expectations in this respect including identifying specific criteria to ensure collaboration. |

| Assumptions |
|--|
| <ul style="list-style-type: none"> - The involvement of the people continues to be a priority for the AU institutions - CSOs will be willing to increase engagement at continental level |

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

The proposed action takes into consideration the findings and recommendations of the studies that were carried out⁴.

The main lessons extracted from these reports may be summarised as follows:

- While opportunities for civil society voice exist through some of the AU Organs and structures, that space is not adequately utilised because the existing mechanisms are not well developed or do not exist at all. The major implication is the loss for CSOs of a space to engage with decision-making institutions and organs;
- With essentially local or national foundations, many CSOs have limited capacity for a broad based public participation at the continental level. This has left a huge gap between the debates and discussions of the leaders and elected representatives at continental level and the aspirations of the people and weakened the people’s ownership of the AU and of its policies;
- There must be a shift in the nature of the relationships between CSOs and institutions, from confrontation to negotiation and partnership. This would help build the confidence and trust of governments and institutions in civil society for a more fruitful partnership;
- It is essential to go beyond the formalistic engagement with CSOs and improve the quality of CSOs’ contributions. Interactions with CSOs should not be limited to broad consultations with little added value at the policy-making or implementation levels but rather value more regular exchanges at the thematic level. Activism should also be combined with knowledge (in Latin America civil society networks are linked to universities). The development of partnerships between African academic networks in Africa and continental civil society would increase the knowledge base of CSOs’ contribution into the AU processes;
- The expansion of the reach of international NGOs (INGOs) in Africa and the decline in funding over time saw the continental space being overtaken by foreign networks that have access to funding, while most African networks could not be sustained. Most INGOs have signed MoUs with the AU Organs and have more access to the AU organs than local civil society.

3.2 Complementarity, synergy and donor coordination

Given the thematic scope of the Action (support to civil society) as well as the geographical coverage foreseen (African continental level), the necessity to ensure complementarity with the numerous ongoing initiatives is of prime importance.

Complementarity will primarily be sought with the other actions proposed under the Pan-African Programme, in particular under Strategic area 2 “Democracy, Good governance and Human Rights”.

⁴ i) Scoping study on “Strengthening EU support to the Africa Governance Architecture and Civil society networks”, ii) the study prepared by the European External Action Service (EEAS) on the “JAES roadmap (2014-2017) implementation: Contributions and Needs of Youth, CSOs, Think-Tanks and Economic & social actors in Africa and the EU” and iii) the Options Paper on the “Contributions and needs of CSOs in Africa and the EU in the framework of the JAES Roadmap”.

The action “Strengthening the African Human Rights System”, which will support AU institutions to expedite ratification and domestication of democracy and human rights instruments, will be complementary as it aims at fostering coordination between AU Member States, supervisory bodies and civil society. Also worth mentioning is the support that will be provided through the AU Support Programme (AUSP III) to AU organs (notably the AGA secretariat under the Direction of Political Affairs of the AUC), which will be encouraged to further engage with civil society in particular in the areas of Democracy, Governance, Human Rights and Peace and Security. Besides, the action on Migration approved under AAP1 in 2014 will need to be looked at, since it could support CSOs’ initiatives on migratory issues. Finally, the proposed support to the United Nations (UN) Joint Programme on the fight against female genital mutilation at continental level would usefully complement the CSOs’ activities on gender rights that will be supported under this action.

Other EU programmes supporting civil society with a transnational or continental perspective will also be of particular relevance. In this regard, the most relevant are the DCI thematic programmes “Civil Society Organisations and Local Authorities” (CSO-LAs), the “European Instrument for Democracy and Human Rights” (EIDHR) and the “Instrument contributing to Stability and Peace” (IcSP).

Under the CSO-LAs, support to global and regional umbrella organisations to increase their role in policy-making at regional and continental levels under the future Framework Partnership Agreements will be looked into to identify possible synergies. Attention will also be paid to actions supporting regional CSOs networks (such as “Appui aux réseaux de plateformes d’ONG d’Afrique de l’Ouest et du Centre”), including some on specific issues of interest (“Communities of practice in disability advocacy for mainstreaming”).

Under the EIDHR, several programmes are also of great interest. This is notably the case for the global and regional support provided to National Human Rights Institutions as well as the actions to be identified under the programme supporting CSOs working with African Human Rights mechanisms (Annual Action Programme 2014). Equally, the activities carried out under the “Pan-African Human Rights Defenders Network (PAHRD-Net)” should be taken into account when looking into the implementation of this Action.

In relation to North Africa, the Civil Society Facility under the European Neighbourhood Instrument (ENI) is also of relevance. This programme, which acknowledges civil society’s role to contribute to policy-making and hold governments to account, supports them to develop their advocacy capacity, their ability to monitor reform and their role in implementing, monitoring and evaluating EU programmes. The similarities with the action proposed under the PanAfrican Programme will make it worth exploring possible synergies between the two.

As for the IcSP, the intervention logic of the new programme (AAP 2015) “Support to in-country Civil Society actors in conflict prevention, peace-building and crisis preparedness” will be analysed to see if complementarity can be found. The fact that the IcSP intervenes at country-level should facilitate the articulation between the two programmes.

With regard to the activities in support of CSOs carried out under the National Indicative Programmes (NIPs), there should not be an overlap with this action, since the geographical scope is different (national vs continental). In order to foster possible synergies, it will be important that information about the activities undertaken under this Pan-African action be disseminated at country level through the respective EU Delegations. As far as Regional Indicative Programmes (RIPs) are concerned, the inclusion of civil society is not one of their priority areas of intervention so no duplication should occur.

In addition to the support provided to CSOs under this action, some horizontal tasks relating to CSOs interaction with the JAES (such as CSOs' participation to the Joint Annual Forums) could be organised under a separate mechanism (for instance under the JAES Support Mechanism).

3.3 Cross-cutting issues

Cross-cutting issues for the implementation of this action include: promotion of human rights, gender equality and empowerment of women, democracy and good governance, conflict prevention, children's rights and rights of indigenous people, rights of persons belonging to minorities and rights of other vulnerable groups, protection and promotion of cultural diversity, putting state-of-the-art information and communication technologies' (ICT) tools and applications in the service of civil Society in Africa for increased participatory decision making and standard-setting.

The participation of youth organisations will be encouraged across the whole range of activities. This will be reflected in the guidelines as well as in the eligibility criteria.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

The objective of this action is to improve the contribution of civil society organisations to continental decision and policy making processes in Africa, in particular in the areas of Democracy and Governance, Human Rights, Peace and Security and Gender.

In this regard, the specific objectives will be to:

- increase CSOs' ability to contribute to a more effective implementation and monitoring of continental legal instruments and to a stronger awareness of the citizens of their rights, and
- support CSOs' increased participation and contribution in continental decision and policy making and standard-setting.

The action shall contribute to a more active participation of the people in the African Union by increasing their awareness and understanding of continental norms, by supporting them in monitoring progress in their implementation and by giving them the means to feed in the decision and policy making processes to reflect their priorities. Ultimately, this will strengthen the Africa-EU Partnership which builds upon the African continental legal framework and will contribute to ensure the active participation of civil society in Africa-EU Partnership.

The expected outputs are the following:

- The role of CSOs in the operationalisation of the African Governance Architecture is enhanced;
- The contribution of CSOs to a strong and independent African Human Rights System is strengthened;
- The active participation of CSOs in the implementation of the peace and security agenda in Africa is promoted;
- The contribution of CSOs to the effective realisation of women's rights in Africa is increased.

4.2 Main activities

The main activities to be carried out will be implemented under the grant contracts to be signed as a result of the call for proposals.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

5.2 Indicative operational implementing period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of adoption by the Commission of this Action Document.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3 Implementation of the budget support component

Not applicable.

5.4 Implementation modalities

5.4.1 Grants: call for proposals "Pan-African CSOs" (direct management)

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

The objective of this action is to support civil society organisations to contribute to continental decision and policy making processes in Africa in four key thematic areas corresponding to the four lots of the call for proposals:

Lot 1 - Support the operationalisation of the African Governance Architecture (AGA)

The AGA is the political and institutional framework for the promotion of good governance in Africa. The objective of this lot is to support the involvement of civil society organisations in the implementation and popularisation of the AGA as well as to facilitate their interaction with AU institutions on AGA-related issues.

Expected results:

- Improved monitoring of democratic processes (ratification, domestication, and implementation of continental protocols and charters) by CSOs at continental level in areas related to e.g. the African Charter on Democracy, Elections and Governance (ACDEG), or corruption issues.
- Strengthened capacity and coordination of CSOs for a more effective engagement with the institutions members of the African Governance Platform (AGP);
- Increased awareness of citizens on continental processes and commitments to demand for accountability and to foster their active participation in the African Union;
- Production of evidence based reports facilitated to encourage informed dialogues on the performance of Member States in the implementation of continental commitments.

Lot 2 - CSOs' contribution to a strong and independent African Human Rights System

The African Human Rights system presents a unique example of collaboration between CSOs and AU organs, whereby CSOs have been able to support AU organs for the promotion and protection of human rights in Africa. Under this lot, CSOs' efforts will be further supported in order to strengthen and help better structure their collaboration so as to increase efficiency. CSOs will also be encouraged to contribute to AU initiatives in this area.

Expected results:

- Awareness of the people of their rights improved through a better dissemination of information and people encouraged to fill claims with the relevant institutions when required;
- Stronger and more efficient advocacy and monitoring of the implementation of continental legal instruments and of reporting obligations by Member States;
- Increased participation and inclusion of the continental civil society networks in African Human Rights organs' decision and policy making processes;
- CSOs' activities in relation to the AU campaigns on Human Rights and on Child marriage supported.

Lot 3 - Support CSOs' active participation in the implementation of the Peace & Security agenda in Africa

Ensuring peace, security and stability on the continent is a core mandate of the African Union. Civil society organisations can greatly contribute to further advance the AU Peace and Security agenda. This lot will support CSOs' participation in policy formulation or in the implementation of specific peacebuilding and conflict prevention activities.

Expected results:

- Increased participation of CSOs in policy formulation and early warning system through risk analysis, knowledge-based submissions with a special focus on involvement of youth and women representatives;
- Awareness raising initiatives on specific topics (situation of women and children in armed conflicts) increased;
- CSOs' role in conducting activities complementary to those undertaken by the institutions strengthened (capacity building activities, support to national reconciliation seminars/sensitisation workshops, etc);
- CSOs' capacities for independent monitoring and evaluation of AU peace and security missions strengthened;
- CSO's activities undertaken as part of the AU "Silencing the Guns" initiative supported.

Lot 4 - CSOs' contribution to the effective realization of women's rights in Africa

The African legal framework for the protection of women's rights is widely recognised as ambitious but is undermined in practice by gaps in its implementation and lack of knowledge by the rights holders. Under this lot, civil society organisations will be supported to contribute to a better enforcement of women's rights, to implement AU priority policies' in this area and to facilitate the inclusion of women's rights priorities in the elaboration of African Union policies.

Expected results:

- Enhanced contribution of CSOs to the domestication, implementation and monitoring of the provisions of the Maputo Protocol (AU Protocol on the Rights of Women);
- CSOs' engagement of AU organs and institutions with a gender mandate (AUC-Women, Gender and Development Directorate, Special Rapporteur on the Rights of Women) facilitated;
- Advocacy activities undertaken by CSOs to disseminate continental gender-related legal norms supported;

- CSOs activities undertaken as part of the “Africa Women's Decade 2010-2020” supported.

Eligible activities for the four lots

The types of eligible activities will be further detailed in the Guidelines of the call for proposals. Examples of activities that could be financed may include:

- Organisation of and participation in trainings, seminars and educational activities aimed at increasing the awareness and knowledge of the African Union institutions and of the existing continental legal frameworks;
- Elaboration of thematic reports and/or studies on the AU institutions' policies in the areas concerned;
- Mapping of existing continental norms and status of ratification and domestication and evaluation of the working methods of the AU institutions to promote and enforce African legal norms on the continent;
- Design and implementation of lobby/advocacy strategies to encourage African States to ratify, domesticate, implement and comply with existing continental Protocols and Charters;
- Design of monitoring tools to follow the implementation of the main continental commitments and instruments and submission of reports on their status;
- Design and implementation of awareness raising campaigns/communication activities to sensitise citizens of continental commitments and of their rights deriving from these norms;
- Monitoring of the situation of human rights, including through fact finding missions;
- Education and training in the effective use of the media in policy advocacy;
- Facilitation of experience and knowledge sharing among like-minded CSOs including possibly through dissemination of good practices, mentoring and/or coaching, peer-learning seminars, twinning between CSOs umbrella organisations, development and delivery of trainings;
- Analysis work to identify gaps and needs for improved legislation and standards setting at continental level in collaboration with think tanks and research institutes.

Applicants may propose financial support to third parties (sub-granting) in order to help achieve the objectives of the action.

(b) Eligibility conditions

The projects to be financed shall be initiated and directly implemented by the applicant with the co-applicant(s) and affiliated entity(ies), not acting as an intermediary.

In application of Article 8.7 of Regulation (EU) No 236/2014 on common rules and procedures for the implementation of the European Union's instruments for financing external action (CIR), eligible applicants will meet the following criteria:

- be a legal person **and**
- be non-profit-making **and**
- be a civil society organisation⁵ or a not-for-profit association **and**
- be established in a Member State of the European Union or in an African country.

All projects should involve at least one applicant and one co-applicant so that at least one African and one European civil society organisation/not-for-profit association are involved.

Co-applicant(s) must satisfy the eligibility criteria as applicable to the applicant himself. In addition, the following are however also eligible: entities without legal personality, networks and public sector non-profit institutions.

⁵ See definition COM(2012)492 final.

Affiliated entities must satisfy the eligibility criteria as applicable to the applicant himself.

Partnerships among CSOs and other stakeholders (NGO, think-tank/research institutes, media organisations, youth organisations, women's organisations) are encouraged in order for the action to achieve stronger ownership and impact.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is between EUR 2 000 000 (minimum amount) and EUR 5 000 000 (maximum amount). The duration of the grants (their implementation period) is between 24 and 36 months.

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant, as well as the expertise of the applicant in the fields of the call.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 90%.

In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative timing to launch the call

First trimester of 2016.

5.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.6 Indicative budget

The indicative amount for the call for proposals is **EUR 20 000 000**.

An indicative equal repartition between the four lots is foreseen (EUR 5,000,000 each). Any remaining balance from the call for proposals under one thematic area may be reallocated to any other thematic area.

| | EU contribution (EUR) | Indicative third party contribution, in EUR |
|--|------------------------------|--|
| 5.4.1 – Call for proposals <i>“Pan-African CSOs”</i> (direct management) | 20 000 000 | 2 200 000 |
| Total | 20 000 000 | 2 200 000 |

5.7 Organisational set-up and responsibilities

The grant contracts will be managed by the European Commission who will ensure the overall oversight of the action.

5.8 Performance monitoring and reporting

Projects will be monitored according to standard procedures. Project monitoring will be based on periodic assessment of progress on delivery of specific project results and towards achievement of project objectives.

The day-to-day technical and financial monitoring of the implementation of the projects resulting from a call for proposals will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.9 Evaluation

Having regard to the importance of the action, both a mid-term and a final evaluation may be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for learning purposes, in particular with respect to informing decision on the opportunity and feasibility of a second phase of the action.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account the need to ensure the complementarity of the activities supported with the other ongoing civil society programmes (at national and regional levels as well as under the relevant thematic programmes).

The Commission shall inform the implementing partners at least 3 months in advance of the dates foreseen for the evaluation missions. The implementing partners shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the all key stakeholders involved. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluations shall be covered by another measure constituting a financing decision.

5.10 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and included in the budget for the grants.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

APPENDIX - INDICATIVE LOGFRAME MATRIX ⁶

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

| | Intervention logic | Indicators | Baselines (incl. reference year) | Targets (incl. reference year) | Sources and means of verification | Assumptions |
|--------------------------------------|---|---|--|--|---|--|
| Overall objective: Impact | Improve the contribution of CSOs to continental decision and policy making processes in Africa | - Number of CSO trans-regional and continental platforms and other Non-State Actors benefitting from capacity building from the PanAf (MIP area 5.3 indicator 2.1) * | There is no systematic means for CSOs to input into continental decision and policy making | Evidence of the emergence of partnership relations between governments and segments of civil society | - Reports from AU organs - Media reporting or references to the outputs of the action in continental and international media | - African CSOs are willing to cooperate both amongst themselves and with European CSOs - The involvement of the people remains a priority for the AU institutions |
| Specific objective: 1 Outcome | Increase CSOs' ability to contribute to a more effective implementation and monitoring of continental legal instruments and to a stronger awareness of the people of their rights | - Number of AU level campaigns undertaken by CSOs in synergy with governmental actors, aimed at ratifying and/or domesticating international and continental instruments and decisions a country level (MIP area 2.3 indicator 3.2) * - Improved working relationship between CSOs and AU organs in promoting continental legal frameworks | There is no systematic means for CSOs to input into continental decision and policy making | Involvement of CSOs in awareness activities carried by AU organs on continental legal frameworks | - Media reporting or references to the outputs of the action in continental and international media | - The involvement of the people remains a priority for the AU institutions |

⁶ Indicators aligned with the relevant programming document are marked '*'

| | | | | | | |
|---|--|--|---|---|--|--|
| <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Specific objective: 2 Outcome</p> | <p>Support CSOs' increased participation and contribution in continental decision and policy making and standard-setting</p> | <ul style="list-style-type: none"> - Number of reports, alerts and communications prepared by CSOs on the situation of human rights, democracy, environmental sustainability and good governance in the continent published in the media or transmitted to international NGOs, development partners, African human rights organs or the UN Human Rights Council (MIP area 2.3 indicator 2.1) * - Increased civil society participation in policy development at continental level | <p>There is no systematic means for CSOs to input into continental decision and policy making</p> | <p>Instances of consultation of CSOs in policy dialogues at continental level</p> | <ul style="list-style-type: none"> - Media reporting or references to the outputs of the action in continental and international media | <ul style="list-style-type: none"> - The involvement of the people remains a priority for the AU institutions |
| <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Output 1</p> | <p>The role of CSOs in the operationalisation of the African Governance Architecture (AGA) is enhanced</p> | <ul style="list-style-type: none"> - Number of reports by CSOs to the AfCHPR, ACHPR, AUC, Anti-Corruption Advisory Board (MIP area 2.1 indicator 2.1) * - Number of media articles, and publications by African civil society on the rights and freedoms recognised in the African Charter on Human and Peoples' Rights (including its Protocol on the Rights of Women), the ACDEG and other key AU human right instruments (MIP area 2.1 indicator 2.2) * - Number of independent reports of media and specialised organisations reporting on the level of CSOs involvement in the election observation process (MIP area 2.3 indicator 1.1) * - Increased space provided by the AGP for regular engagement with CSOs - CSO recommendations and activities undertaken, resulting in increased recognition of CSOs by AU bodies | <p>There is no systematic means for CSOs to input into continental decision and policy making</p> | | <ul style="list-style-type: none"> - Beneficiaries activities reports - Reports from AU organs (notably AUC, APRM, AUABC) and other members of the African Governance Platform - Media reporting or coverage with references to the outputs of the action | <ul style="list-style-type: none"> - AU organs willingness to collaborate with CSOs |

| | | | | | | |
|----------|---|--|--|--|--|--|
| Output 2 | The contribution of CSOs to a strong and independent African Human Rights System is strengthened | <ul style="list-style-type: none"> - At continental level, number of cases submitted by individuals and organisations to the protection mechanisms of the AfCHPR, ACHPR, and the ACERWC (MIP area 2.1 indicator 1.1) * - Number of reports by CSOs to the ACHPR and the AfCHPR. - Number of CSO recommendations being implemented by concerned bodies - Number of media articles and publications by African civil society on the rights and freedoms recognised in the African Charter on Human and Peoples' Rights (including its Protocol on the Rights of Women) | There is no systematic means for CSOs to input into continental decision and policy making | | <ul style="list-style-type: none"> - Beneficiaries activities reports - Reports from African Human Rights organs (AfCHPR, ACHPR, ACEWRC) - Media reporting or coverage with references to the outputs of the action | - AU organs willingness to collaborate with CSOs |
| Output 3 | The active participation of CSOs in the implementation of the Peace & Security agenda in Africa is promoted | <ul style="list-style-type: none"> - Number of reports submitted by CSOs on situations in crisis prone areas - Number of CSO recommendations being implemented by concerned bodies - Number of CSOs-led capacity building activities - Number of joint PSC-CSOs field missions in conflict sensitive areas - Increased recognition of the role of CSOs in peace building and conflict prevention by PSC members and involvement facilitated | There is no systematic means for CSOs to input into continental decision and policy making | | <ul style="list-style-type: none"> - Beneficiaries activities reports - PSC reports/ communiqués/press statements - Media reporting or coverage with references to the outputs of the action | - AU organs willingness to collaborate with CSOs |

| | | | | | | |
|----------|--|---|--|--|--|--|
| Output 4 | The contribution of CSOs to the effective realisation of women's rights in Africa is increased | <ul style="list-style-type: none"> - Number of sensitisation campaigns and activities on the provisions of the Maputo Protocol and on gender-related issues carried by CSOs at continental level - Number of reports by CSOs on the compliance of African states with their periodic reporting obligations - Number of proposals submitted by CSOs to AU organs on gender-related issues | There is no systematic means for CSOs to input into continental decision and policy making | | <ul style="list-style-type: none"> - Beneficiaries activities reports - Reports of the Special Rapporteur on the Rights of Women in Africa - Media reporting or coverage with references to the outputs of the action | <ul style="list-style-type: none"> - AU organs willingness to collaborate with CSOs |
|----------|--|---|--|--|--|--|