



NORWEGIAN CHURCH AID
actalliance

Regional plan 2011-2015

Southern Africa

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NCA SOUTHERN AFRICA OFFICE PROGRAMME PLAN 2011-2015

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ABBREVIATIONS

AU	African Union
AACC	All Africa Conference of Churches
BRICS	Brazil, India, china and South Africa
CDM	Clean Development Mechanism
CEDAW	Convention of the elimination of all forms of discrimination of Women
ECA	Economic Commission for Africa
ECCOSOC	Economic and Social Council of
ECOWAS	Economic Community of West Africa
EU	European Union
FOCCISA	Fellowship of Christian Councils in Southern Africa
FECLAHA	Fellowship of Christian Councils in Great lakes and the Horn of Africa
FOCCIWA	Fellowship of Christian Councils in Western Africa
GBV	Gender Based Violence
GGCA	Global Gender and Climate Alliance
IFIs	International Financial Institutions
IMF	International Monetary Fund
IP	Indigenous peoples
LGBTI	Lesbian, Gay, Bisexual, Transsexual, Intersex
MDG	Millennium Development Goal
OECD	Organization of Economic Cooperation Development
ODA	Overseas Development Assistance
REDD	Reduced Emissions from Deforestation and Forest Degradation
SADC	Southern Africa Development Community
SALGA	South African Local Government Association
SARW	Southern Africa Resource Watch
UNIFEM	United Nations Development Fund for Women
WB	World Bank
WEF	World Economic Forum
WTO	World Trade Organization

PREFACE

NCA's regional office for Southern Africa was based in Gaborone, Botswana from 1994 to 2007. In 2008, a new area office for Southern Africa was opened in Pretoria, South Africa. NCA's presence in Southern Africa was from its very beginning rooted firmly in the fight for justice and equality through the anti-apartheid struggle. The challenges of 2010 are however different from those of 1994, and NCA's programming should hence follow suite. South Africa has become a significant international player as one of the BRICS¹ and as a G20 member. However, despite fast growing economies poverty and inequality is on the increase in all BRICS countries. The unequal distribution of resources and lack of firm pro-poor policies lead to poverty and marginalization. Being based in South Africa gives NCA and our partners a unique opportunity to be in close touch with the South African policy makers. South Africa's actions – or lack of – have often significant continent-wide impact due to ownership interest and the general power that the country possesses compared to the neighboring countries. NCA has hence decided to seek a new approach to our programming in the region. In order for NCA to still pursue justice and equality – our historic roots in Southern Africa – a different programmatic approach that better takes into account the new sociopolitical reality, will be tried out.

NCA Southern Africa will in the strategic period 2011-2015 operate as an area office under a new policy mandate, which entails strengthening the capacity of partners, the Faith Based Organizations (FBOs) in particular, to engage in advocacy and influence public policies. The mandate will take effect from 01.01.11.

In the region of Southern Africa NCA has country offices in Malawi, Zambia and Angola. All these offices have over many years developed an extensive experience in working with an integrated approach on long term development, emergency preparedness and advocacy. Individual country program plans have been developed for Malawi, Zambia and Angola. NCA Southern Africa will directly cover advocacy programs in South Africa, Namibia, Mozambique, Botswana and Zimbabwe but also work with other countries on an issue basis of regional relevance. Moreover, the office shall help the NCA country offices in the region with advocacy issues and programs upon request. NCA Southern Africa will also coordinate advocacy processes with regional and international institutions such as SADC and AU.

Policy empowerment of civil society is a key factor in developing democratic and transparent societies where citizens' agendas are lifted to a political level. Political pressure for better distribution of the existing resources and more efficient pro-poor policies are needed, including policies sensitive to the Indigenous Peoples (IP) of the region. It is crucial that NCA and partners are able to mobilize and strengthen civil society to take active part in these processes and that we safeguard the political space for civil society.

The watchdog role of civil society is needed more than ever in this region, as democratic development to a large extent depends on active citizen participation. With limited availability of funds, it is critical that we identify our added value. As many of our sister organizations and other parts of the donor community are providing more substantial support to the service delivery sector, NCA has now chosen to rather give focused attention to partner based policy advocacy, where horizontal alliance building between partners and networks will be a central element. In a region where the religious sector has widespread influence, NCA's partnership with FBOs is an important added value.

NCA Southern Africa will aim to strengthen the capacity for policy advocacy. Together with partners NCA will have two main types of interventions: 1. *Policy change advocacy*

¹ Term for the fast growing economies Brasil, India, China and South Africa

to influence *duty bearers* to develop just and pro-poor policies, 2. *Policy empowerment advocacy* to mobilize *right holders* to demand just and pro-poor policies². In the transition from an area office to a policy office NCA Southern Africa will phase out our service delivery portfolio and rather focus on policy programming and advocacy. This entails more focus on strengthening of civil society, in particular FBOs, to take part in local, national, regional and international policy formulation and implementation and advocacy for just and pro-poor policies within the areas of Economic Justice, Climate Justice and Gender Justice.

NCA will also cooperate closely with our sister agencies in the ACT alliance, for better and more efficient coordination of shared partners and programs.

1. CONTEXT ANALYSIS

Southern Africa is not poor per se. The region is richly endowed with natural resources including vast gold, diamonds, uranium, titanium and other precious mineral deposits and human resources and is thus by no mean materially poor - yet, more than half of its 250 million people live in perpetual poverty.

Human Development Index (HDI) rank 2009 - out of a total of 182 countries		Life expectancy 2007 in years	Adult HIV preval. in %	Adult literacy rate 2007 in %	% of Population living below \$2 a day 2007
Very High Human Development					
1	Norway	80.5	0.1	100	0
Medium Human Development					
125	Botswana	53.4	24	82.9	49.4
129	South Africa	51.5	18	88.0	42.9
143	Angola	46.5	2 (unreliable data)	67.4	70.2
Low Human Development					
160	Malawi	52.4	12	71.8	90.4
164	Zambia	44.5	15	70.6	81.5
172	Mozambique	47.8	16	44.4	90.0
Without HDI Rank					
	Zimbabwe	43.4	15	91.2	..

Source: UNDP online database 2010

Southern Africa is also home to a small but significant population of IPs, the San³, numbering an estimated 110 000, with the majority located in Botswana. The IP in Southern Africa is among the most marginalized peoples of the continent. Virtually no San continues to live in isolation as hunter-gatherers. Rather, the vast majority are struggling to adapt to a rapidly changing world, where they lack the land, resources, education and skills needed to compete in the wider political economy.

Socio-economic injustice is evident and widespread across the region and has manifested itself through e.g. illiteracy, disease, landlessness, gender inequality, unemployment, unequal wealth distribution, lack of decent shelter, water and sanitation, poor infrastructure, hunger, lack of voice, sustainable livelihoods, safety nets, empowerment and participation. NCA's partner Gender Links points to the fact that there

² By policies we refer to full policy cycle *formulation, policy implementation and policy evaluation*.

³ NCA is using the term San when describing the Indigenous Peoples of Southern Africa. Other terms that are frequently used are Basarwa or Bushmen - NCA infers no derogatory connotation to any of the above.

is an ongoing feminization of poverty. This is directly related to lack of economic opportunities and lack of access to economic means, access to credit, land etc by women. The role of the state as the provider and guardian of citizens is pivotal in the provision of basic services. Therefore, by failing to provide the basic needs and lifting citizens out of poverty, the state becomes a perpetrator of violations of the citizens' human rights. In addition, when market actors to a large extent are allowed to set the political agenda due to the governments' strive to achieve economic growth, the general population is left lagging behind. Economic policies and institutions still mostly fail to take gender disparities into account, from taxation and budget systems to trade regimes. With too few seats at the tables where economic decisions are made, women themselves have limited opportunity to influence policy.

Historically, civil society was strong and vibrant in some countries in Southern Africa. This was especially fostered through the joint cause of the liberation struggle – or as in South Africa's case - the anti-apartheid struggle. During the colonial and apartheid times, engagements between government and civil society were reactive and resistant and this also led to a popular stronghold for civil society. Post-independence elitism has led to the consolidation of this position - and - though cushioned in a certain level of perceived democracy (free and fair elections) - the gap between leadership and citizens remains wide. This governance gap allows marginalization of citizens to be perpetuated and it encourages and protects corruption, increases inequality and economic injustice, even where resources are available, and citizens do not get a fair share of what society has to offer.

Economic injustices existing at global level tend to duplicate themselves at lower levels. Policies prescribed by the IFIs in the SADC region have left more people in poverty by promoting liberalization and by downplaying the role of the state. Due to economic injustice the gap between the rich and poor has increased and the size of the middle class has decreased. Global civil society has long called for the reform of the IFIs, which is critical for the developing countries and most urgent now in the aftermath of the global economic crisis which had given the IFIs a new lease of life. After receiving substantial debt relief under the multilateral debt cancellation initiative several countries in the region are now experiencing rising debt levels. This is due to uncontrolled loan contraction, without proper democratic process and transparency. South Africa's debt level is still creating debate, and the debt movement is arguing for compensation based on illegitimacy of apartheid debt. Thus if justice and equity is to be achieved in the region, there is need to address both the internal and external causes of socio-economic injustice, as a root cause of poverty and inequity.

Some political and democratic achievements have been made in countries like South Africa, Botswana, Malawi and Mozambique. They have successfully conducted free and fair elections over the years with ruling parties winning with landslide majorities. In spite of this, consolidating real democracy remains a challenge at regional level. In Zimbabwe, Mozambique, South Africa and Namibia, liberation movement ideology remains at the helm of everyday socio-economic life. "We liberated the country" has become the ticket to remaining in power. Power is recycled within small elite circles with little prospects for outsiders to penetrate the system. Cronyism remains rife leading to concentration of power and widespread corruption has become the order of the day – the tendering system in South Africa is one of the living examples of this. In Swaziland, a monarchy runs the country as its own. In Botswana, the perception of democracy has kept opposition to a minimum, leaving power within the Botswana Democratic Party since independence in 1966 and civil society remains weak.

With a development agenda that contributes to the marginalization of ordinary citizens, it is difficult for the region to achieve sustainable growth. Until the citizens of this region have true ownership of their own development agenda, sustainable development will

remain elusive. Without such policy empowerment, the prospect of change from within is meager.

Service delivery and more traditional development aid is important and often life saving. However, this can never be more than a band aid solution. Poverty eradication and socioeconomic justice must also focus on the root causes of poverty, through political influence and advocacy targeted towards both state and market. Influencing political decisions is increasingly important to secure more equal and fair distribution of Africa's wealth. Tax issues are a key component of economic justice and represent a huge income potential for Southern countries. Numbers are uncertain, but it is estimated that illicit capital flight from South Africa alone was \$81,8 bn from 1970-2008 (GFI). According to Christian Aid, South Africa may have lost \$573 million a year in taxes due to transfer mispricing and invoicing in the trade with the EU and the US in the period 2005-2007⁴.

South Africa is a big investor on the continent, for example within telecommunications, mining and energy. But so far, there is little evidence that these continental investments are bringing any kind of trickledown effect in the countries concerned. On the contrary, South African companies are on a regular basis accused for exploitative behavior in their foreign investments. Recent research show that South African mining companies do not have a good record of corporate social responsibility and environmental protection, either at home or in Southern Africa⁵. The resources that are being extracted out of poor countries in this region represent enormous values, and exceed the value of development aid many times. Therefore, if policies could be developed and not the least *implemented*, that safeguard the rights of comprehensive both people and environment, this could potentially have a much bigger impact than any development aid. Civil Society needs to get more actively engaged in advocating for the introduction of such policies.

1.1 Analysis of Main Rights Deficits

As per NCA's Rights Based Approach, our Human Dignity Triangle is an appropriate analytic tool to identify the main rights deficits in the region⁶. Poverty and marginalization is seldom caused by one deficit only. The most marginalized are often victim to a systematic combination of all three, so the deficits link to each other and are often overlapping. The IPs of this region are in general subject to the same deficits that the other rights holders groups. However, IPs are very often even harder hit by these deficits, partly due to their marginalized situation as IPs – they start out with a double stigma. It is hence not necessary to identify "special IP related deficits" in this analysis, but it should be kept in mind that IP as a rights holder group must be specifically addressed within each of the deficits.

Deficits of participation

The region has highly centralized decision-making structures with key decisions being made at capital levels and generally lacking the culture of citizen consultation. NCA's experience in Mozambique has shown that in most cases citizens are not even aware of their right to participate, to access information from local authorities and to demand service delivery. When citizens are pre-occupied with most immediate basic needs their interest to engage duty bearers remains minimal and ineffective. Decentralization has meant giving more power to the ruling party who are usually in control of local governance structures. It is the role and right of citizens to participate in all the stages and levels of policy and decision making which affects them.

⁴ Global Financial Integrity: Illicit Financial Flows from Africa: Hidden Resource for Development. And Christian Aid: False profits: Robbing the Poor to Keep the Rich Tax Free.

⁵ 2010 publication by the Southern African Resource Watch (SARW).

⁶ See NCA Global Strategy (GLS).

In spite of the regional 50/50 campaign that is working to even out the numbers of women and men in public decision making bodies (parliament and councils), women are still far from being equally represented in national decision making. Inflexible gender roles, patriarchal structures and violence are often obstacles to women's political participation.

	Female adult literacy rate	Male adult literacy rate	% of seats in parliament held by women	% of Women in ministerial positions
	2007	2007	2008	2008
Norway	100	100	36	56
Botswana	82.9	82.8	11	28
South Africa	87.2	88.9	34	45
Angola	54.2	82.9	37	6
Malawi	64.6	79.2	13	24
Zambia	60.7	80.8	15	17
Mozambique	33.0	57.2	35	26
Zimbabwe	88.3	94.1	18	16

UNDP online database 2010

Sign of hope

"I wish to thank you and EJN for the immediate response and support you provided to the SADC Secretariat as we are preparing the concept note for the SADC Consultative Conference (on the Global Economic Crisis). It is such technical back-up we are desirous of in our engagement and interaction with CSOs, that we can tap on your expertise and knowledge. We used much of the input you provided and EJN should be proud to note that the next SADC & ICPs Consultative Conference shall be based on an agenda shaped and informed by the EJN".

- Janah Ncube, SADC Secretariat, in a letter to NCA's partner EJN in 2009

LGBTI are almost invisible in the public sphere in Southern Africa, apart from in certain pockets in South Africa. International experience has proven that the inclusion of sexual minorities in for example HIV prevention or prevention of violence in close relations is essential for such efforts to succeed. Since homosexuality is prohibited by law in many countries, an important rights holder group is cut off from any participation in the public sphere, including in decision making.

The gender based participation deficit is also visible inside the churches. The NCA Gender Audit of the churches in South Africa, Zambia and Malawi (2008) showed that in spite of existing gender policies, there is still a strong male dominance in church leadership and there is a certain male preference on how policies and traditions are implemented, hence further marginalizing women. LGBTI presence in church leadership is insignificant in numbers and the policies connected to this are either non-existent or actively prohibiting LGBTI from participating

Deficits of equity

The participation deficit also negatively influences the equity deficit. The neo-liberal agenda has been a key mechanism of perpetuating exclusion of the poor and increasing inequities in the region. The market-led framework has left the majority of citizens outside formal employment; more than 50% of the region's employable citizens are unemployed. Thus the informal sector – which largely consists of women - absorbs the bulk of the unemployed. Unequal conditions driven by liberalization, unfair competition and removal of subsidies has left small to medium businesses unable to compete with big international market actors and therefore driven out of business. This liberalization

agenda has indeed secured economic growth, but the wealth is unevenly distributed. While South Africa is the richest country in the region and fares as a middle income country on the Human Development Index, it has overtaken Brazil as the most unequal society in the world with more than 40% of the population living on less than 2 US\$ per day and the economy still being controlled by a small minority⁷. According to SALGA⁸, in South Africa in 2009 alone, there were 105 service delivery protests and the first quarter of 2010 has seen 54, mostly violent protests across the country with citizens demanding basic services like water, sanitation, health and education facilities, infrastructure, employment and increased engagement with local authorities. Another example is the much hyped economic growth in Mozambique. In spite of impressive growth rates, it has failed to lift ordinary Mozambiqueans out of poverty. Despite consecutive years of positive economic growth, 90 % of the population still languishes in poverty and lives on less than US\$ 2 per day⁹. The growth has to a very limited extent benefitted the poor and the 2010 price hike of bread led to spontaneous demonstrations as a witness of the desperate situation most people find themselves in. Many right holders cannot access rights based services like education and health services due to limited capacity of government to provide these services. Lack of public revenue is one explanation for lacking public services. Taxation is not effectively collected and the states in the region lose out on huge revenues as a result of tax evasion. Corruption and misuse of public budget funds is another explanation as to why public services are not produced.

Many companies, especially in the extractive sector, have been able to negotiate for low taxes. The potential to mobilize domestic resources by taxing the extractive sector more is huge. Mobilizing domestic resources is important for at least two reasons. It can help compensate for the shortfall in aid which in part is a result of the financial and climate crisis. In addition, a strong and diversified domestic tax base can make governments more accountable to their citizens and a more progressive tax system is essential for making the steadily increasing foreign direct investment into Africa pay off for the people.

Lack of access to energy for the poor remains a problem throughout the region, and access to small scale renewable energy solutions will be an important tool to secure energy for poor households. Climate change constitutes and imposes an equity deficit as the direct result of the economic and industrial development of rich countries, the consequences of which will be felt by poor countries in terms of impacts of climate changes and restrictions in greenhouse gas emission. Being a BRICS country and a major policy maker in an African context puts South Africa in a very visible position regarding climate change policies. South Africa therefore plays a crucial role in stating an example in relation to energy and climate change policies.

Deficits of protection

GBV is still widespread in the region and shows no sign of reduction. South Africa has the highest documented rate of sexual violence against women and girls: A woman is raped every 26 seconds in South Africa and one in four women are in an abusive relationship¹⁰. LGBTI are very often victims of wide spread violence, even from police forces. "Correctional rapes" (rape of lesbians with the aim of "converting them into heterosexuality") are very common but largely under-reported since they often occur behind closed doors.

Gender based inequities are common, and leads to lack of sustainable livelihoods and lack of social security nets especially for women. People of LGBTI orientation are

⁷ UNDP GINI index 2010

⁸ South African Local Government Association

⁹ International Food Policy Research Institute (IFPRI), 2005

¹⁰ Odilie Ayodele, 2009: *Violence Against Women in Africa*

especially vulnerable as sexual minorities are still very much surrounded by taboos in the region and same sex relationships are prohibited by law in most countries.

Even if a rights-based model governs citizenship claims in the country, attitudinal changes do not necessarily correlate with rights. Churches and religious institutions are one of the main influences on how gender roles are defined and practiced in Southern Africa. They are hence key duty bearers and perhaps the most relevant societal actor alongside schools, to bring about *attitudinal change*. This leaves NCA with a responsibility to help push these issues with our partners to work for the creation and implementation of fair and just policies that allow equal opportunities and respect for basic human rights regardless of gender and sexual orientation.

The impacts of climate change are severe in the SADC region, a predominantly agrarian society where droughts are a regular occurrence and fresh water resources are diminishing. Food security is threatened in these countries, increasingly leaving its people reliant on food aid and emergency relief. At the same time, some countries on the region are experiencing and/or expecting economic growth as a result of increased industrialization and foreign investment especially in extractive industries. A major challenge is to balance the need for economic growth with the need for sustainable development, and not the least- responsible leadership in light of Global Warming: if South Africa, by far the richest and most industrialized country in the region – is claiming its rights to development using extremely polluting industries based on yesterday's technologies – wouldn't this give a "free pass" for other and poorer countries to do the same? If polluting industries are allowed under the auspices of economic growth – is there any reason to believe that this growth will actually benefit the poor - or will it only leave them with the bill in the form of further vulnerability to Global Warming and reduced livelihoods?

1.2 Role of local civil society and FBOs (in the context of state and market)

NCA believes that a strong, vibrant and politically active civil society is needed to build accountable leadership and democratic societies where the citizens are driving the agenda. Around 80% of the people of Southern Africa are Christian, which means the Church has a vast popular base with women in majority. The Church is an important part of civil society with great - but often unrealized - potential as an agent for social and economic justice. The church has a very strong legacy of relentlessly speaking out against injustices from the liberation struggle. After liberation, one might argue that the churches have not been able to redefine its role and that its voice of justice has been weakened. It is however still a fact that the church has a lot of influence and power at all levels of society in Southern Africa.

With young democracies after liberation, there are few mechanisms for how to deal with opposition as the old patterns of reactive and resistant reactions repeat themselves on both sides. Strategies to shrink civil society's space at some national levels have become widespread with a proliferation of restrictive NGO and media bills and legislation around the region. The most recent case is Zambia, who passed its NGO bill in 2009. In Zimbabwe, only certain types of NGOs can operate with the rest being closed down, undermined or continuously intimidated. Decreasing ODA funding and the current trend of basket funding and budget support also contributes to a weakening of civil society in the region, as donors seem to put less and less emphasis on non-state actors. International NGOs with little or no national constituency also has a tendency of attracting the majority of funds, hence out-competing national, indigenous civil society. A gradual weakening of national civil society is a significant threat to democracy in the region.

Civil society's role as watchdog, not only over governments but also over market actors has significant room for improvement. Especially in South Africa, who is home to large

continental market actors within for example the extractive industries, there has so far been a relatively low civil society engagement on a larger scale. Most engagement has been around urgent local matters and not so much around more fundamental issues of regional and continental concern, such as investment policies, tax evasion and similar. Again, faith communities should add a new dimension to this work, by bringing in some overall ethical perspectives on the dealings of market actors as well as the state.

1.3 NCA's comparative advantages in Southern Africa

Norwegian Church Aid has provided support to civil society, and more specifically FBOs in the Southern Africa region, for more than 30 years. Through our long standing relationship with central civil society actors in the region¹¹, NCA has gained experience and credibility as a partner. NCA, with its identity as part of the global church and its longstanding relationship with churches and FBOs in the region, has both the legitimacy and competence to support as well as challenge churches and religious leaders to live up to their potential.

With a constituency of more than 80% of the regional citizens, the church leadership is a natural target and collaborative force for NCA's policy advocacy work. The church remains with high standing and research indicates that it continues to be the most trusted institution in the region, way ahead of politicians, educational institutions and other administrative and governance structures. The churches have the power to influence local, national, regional and global policies. NCA's cooperation with churches and faith-based networks at different levels provides a unique opportunity to assist churches and religious leaders in this region to engage with regional institutions and develop regional approaches to address development challenges that cut across borders in Southern Africa. Furthermore, by working closely with the NCA Policy Department in Oslo we can also help address national and regional issues at the global level, through networks like the World Council of Churches (WCC), the Lutheran World Federation (LWF) and the ACT Alliance. NCA will continue to assist churches in using their influence and credibility to engage more actively in advocating for pro-poor policies and address structural root causes of poverty and marginalization.

FBOs and community leaders are however not only agents for change, they often also represent stumbling blocks for positive change. They are moral duty bearers who have the power to change rights deficits within their own structures. One relevant example could be discriminatory policies and practices within churches, e.g. the churches' negative influence on gender equality including its approach (or the lack of such) to sexual minorities.

FBOs' capacity and voice remains largely underutilized due to limited capacity to engage primary duty bearers. While the church has been instrumental in providing essential services including health and education in the region, it has not yet realized its full potential in terms of influencing policy decisions of government at different levels.

1.4 Relevance in relation to development priorities

1.4.1 Relevance to national and regional policies, plans and priorities

Because NCA will largely play a facilitation role for partners work, it will predominantly follow the partner's national, regional and international priorities. Therefore, strong linkages to the existing policies, plans and priorities are already implied. For NCA's policy work to be relevant, meaningful, effective and rooted - it needs to exist within the relevant national and regional context.

¹¹ Pillay et al. 2006: *South African social attitudes: Changing times, diverse voices*

SADC remains the regional political and economic framework. Its decisions - or lack thereof - impacts citizen's life on a daily basis thus the critical need to engage it. Also from a democratic perspective, it is of utmost importance that civil society executes its watchdog role towards SADC. Unless the political structures are held to account by their constituencies, little positive change will occur. Civil Society input and pressure is crucial in achieving a united and progressive region as has been witnessed through their input into such protocols as the Regional Integration and Gender protocols adoption by Heads of States.

This is one example where a region's common vision is shared by member states that in turn have the responsibility to customize the protocol or other relevant policies to their national levels. Progress of different member state levels will more directly relate to regional progress and vice versa. NCA's advisory and facilitative role towards the partners is critical in terms of helping partners monitor the progress of the protocol at national levels while at the same time liaising at SADC level. By working at several levels parallel, NCA policy work will contribute to a more sustainably progressive SADC and member states.

Both SADC and the African Union have established formal mechanisms for civil society participation, e.g. ECCOSOC. NCA will endeavor to facilitate efficient linkages between our partners and these mechanisms.

NCA have identified three levels of primary duty bearers for the policy and advocacy work of the region. They include:

National governments including local governance structures:

Both national and local governance structures and policies have been instrumental in perpetuating economic injustice because of their limited capacity and skewed distribution of resources.. Understanding local policymaking and implications on day to day life is important and fosters community mobilization around common issues. In Mozambique we have noted that such community awareness keeps duty bearers accountable as they are aware that communities are watching them.

Regional and continental bodies:

The African Union is the mother body and custodian of the African Development agenda. The sub-regional blocks including SADC, ECA, ECOWAS and the Regional Integration Agenda are the building blocks for achieving the African Vision. At church level, FOCCISA, FECLAHA and FOCCIWA build on the vision of the All Africa Conference of Churches (AACC), an ecumenical body representing more than 120 million Christians in 39 African countries. Policy work can therefore not afford to ignore these critical leverage opportunities. NCA will therefore encourage our partners to work actively towards and with these duty bearers.

International bodies:

Such as WB, IMF, WTO as they continue to perpetuate global power imbalances and poverty through the imposition of neo-liberal policies. These policies have to be challenged to enable the achievement of the MDGs and a dignified life for the poor to which these institutions are impediments through their aid, debt and trade policies.

1.4.2 Relevance to Norwegian development objectives

The Norwegian Government White Paper No 13 (2008-2009), titled "Climate, Conflict and Capital", clearly states that the objective of Norwegian development policy is to:

“challenge the unequal distribution of power within and between countries, as well as the conditions that underpin injustice, oppression and discrimination – at every level”¹².

The emphasis on climate and capital corresponds with three of the programmes chosen by NCA Southern Africa. And our two programmes on gender are very much in line with the priorities in the white paper and the Norwegian “Action Plan for Women Rights and Equality in the Development work” (2007-2009, to be continued in 2010 – 2013) where there are, among others, clear policy goals for sexual minorities.

The new mandate of NCA Southern Africa is also extremely relevant for the “Principles for Norad’s support to Civil Society in the South” (2009)”. In particular, the reasoning behind principle 1) “Mobilize NGOs at all levels in the struggle against poverty and oppression” and principle 2) “Strengthen civil society actors working towards development, democratization and redistribution of power” corresponds with the new mandate and strategy for NCA Southern Africa outlined above.

Our work to strengthen civil society to actively utilize the political space that is there – regardless how small – is directly speaking to the Norwegian Government’s priorities, as we want to address the underlying causes of poverty from a citizen perspective.

Accountability is a key aspect of political coherence and working towards accountable governance at all levels will therefore be an integral part of NCA Southern Africa’s work. NCA must also work for a more accountable civil society, in order to strengthen our partners as credible and trustworthy dialogue partners towards political structures and processes.

In line with the recommendations of the Government appointed Policy Coherence Committee (NOU 2008:14) NCA Southern Africa will also strengthen the linkages between its national and regional partners and the NCA Policy Department in Oslo to comprehensively address Norwegian and international policies affecting development in the region. We will develop communication routines and proper systems for effective coordination in this regard.

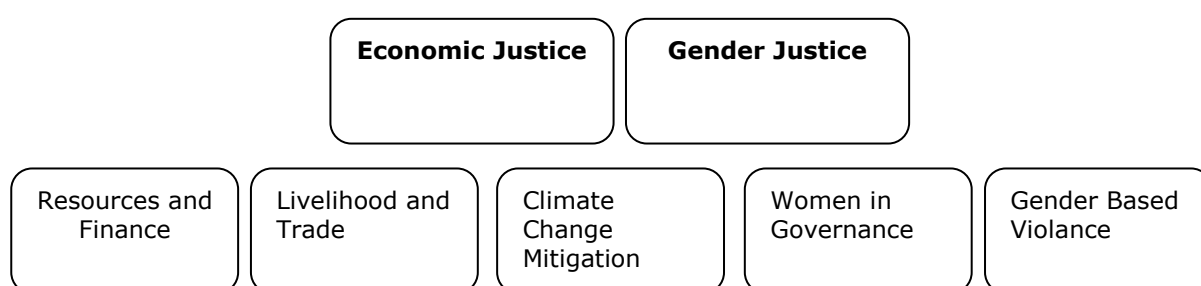
¹² Norwegian Ministry of Foreign Affairs (2009): Climate, Conflict and Capital Norwegian development policy adapting to change Report No. 13 (2008–2009) to the Storting (p 5).

2. MAIN INTERVENTION STRATEGIES

Countries in Southern Africa used to have strong freedom movements. The mode of building social movements for change has somehow disappeared, and today civil society is largely in a project implementation mode. Man-made poverty is widespread and kills people every single day. Eradicating poverty needs social mobilization at the same level as the freedom struggle and NCA and partners hence need to revitalize the struggle spirit, so that popular movements and civil society alliances are mobilized to fight and eradicate poverty the same way the apartheid regime was conquered.

2.1 Strategic Priorities and Programmes

Economic Justice and Gender Justice are selected as our key strategic priorities, with the following five thematic program areas:



- Promote budget monitoring and public expenditure tracking
- Mobilize for national legislation to secure public revenues and fair distribution of resources
- Advocate for a fair, democratic and transparent global finance and aid system
- Challenge extractive industries for increased transparency, acc. governance and focus in environmental issues
- Mobilise local communities for the rights of marginalised groups to natural resources

- Mobilize groups and communities to claim their rights to economic development and to secure sustainable livelihood in rural and urban environments
- Promote vocational training for economic literacy, diversified production and entrepreneurship skills, including save-and-loan group model
- advocate for fair bilateral, regional and global trade agreements

- Develop capacity to advocate for national and international climate mitigation, adaptation and pro-poor energy policies
- Engage communities in developing measures for increased access to renewable energy sources.

- Focus on empowerment and mobilization of women for participation in governance issues and structures Advocate for the adaption and implementation of legal frameworks and conventions
- Challenge the behavior of main duty bearers towards women's participation in decision making

- Address GBV as a structural issue
- Challenge the behavior of men and women towards violence in close relations
- Advocate for national laws and church policies preventing Gender Based Violence

Economic Justice

Resources and finance

In the analysis of participation deficits, the lacking culture of citizen consultation was identified as a key challenge. It is common for people at grassroots level to know very little about their rights to engage duty bearers and demand basic services. Another participation deficit identified was that women are still far from being equally represented in public decision making processes. We mentioned in the equity deficit analysis that many rights holders are unable to access basic public services like education and health due to limited capacity of government to provide these services. Corruption and misuse of public budget funds was used as another explanation as to why public services are not produced. In order to address these deficits in our regional context we have decided to "Promote budget monitoring and public expenditure tracking" as a key focus area within this programme.

Further, in our equity deficit analysis we identified lack of public revenue as one explanation for lacking public services. Taxation is not collected in an effective manner and the countries in the region lose out on huge revenues as a result of tax evasion. In order to counter this problem we have decided to "Mobilize for national legislation to secure public revenues and fair distribution of resources (including taxes, contracts, etc)".

The extraction of natural resources in the region represents a substantial possible source of public revenues. However, the current management of natural resources is, in addition to low taxation and contracts, also associated with environmental degradation and violation of rights for workers, local communities and marginalized groups. These challenges represent deficits of participation, equity and protection. In order to address these deficits we have decided to: "Challenge extractive industries for increased transparency, acc. governance and focus in environmental issues" and to "Mobilise local communities for the rights of marginalised groups to natural resources".

Another equity deficit identified in the context analysis was unemployment and collapse of small and medium size businesses due to unequal conditions driven by liberalization and removal of subsidies. This has made small to medium businesses unable to compete with big international market actors. This liberalization agenda has indeed secured economic growth for some, but has made many rights holders poorer. To counter this trend NCA has decided to continue to "Advocate for a fair, democratic and transparent global finance and aid system"

Livelihood and trade

In chapter 1.1.1 we identified as a participation deficit that most rights holders in our region are pre-occupied with immediate basic needs and therefore do not have time to engage duty bearers on policy issues of key concern. Inflexible gender roles and patriarchal structures inhibit and hinder women's political participation and hence constitute a similar deficit. There is therefore a need to strengthen the economic situation of rights holders so that they are free to participate in democratic processes. Experiences show that when a woman is more economically empowered by securing personal income, she can to a certain extent free herself from inflexible gender roles and limiting patriarchal structures. A woman with access to her own source of livelihood is also more able to break out of violent relationships.

In the analysis of equity deficits, the fact that the majority of citizens are outside formal employment was highlighted as a key problem in addition to lack of access to energy for the poor. These problems are linked. When a family has one or two breadwinners with access to sustainable livelihood, the family has some financial capacity to access energy.

Due to climate change, marginalization and lack of basic services the Indigenous Peoples of the region also experience a significant equity deficit in terms of access to sustainable livelihoods.

In total, there are several good reasons why NCA will intensify our efforts to “mobilize groups and communities to claim their rights to economic development and to secure sustainable livelihood in rural and urban environments” and to promote “vocational training for economic literacy, diversified production and entrepreneurship skills, including save-and-loan group model”.

The exclusion of the poor by increasing economic inequities was pointed out as a key problem and a human rights deficit. The neo-liberal agenda has been a key mechanism to produce exclusion and widening inequalities. Hence, there is a strong need to work for more sustainable macroeconomic policies. Therefore, NCA in the region has decided to deepen our work to “advocate for fair bilateral, regional and global trade agreements”.

Climate change mitigation

Climate change constitutes and imposes an equity deficit as the direct result of the economic and industrial development of rich countries. As pointed out in the participation deficit analysis, people in this region are seldom consulted and have few tools to express their concerns. Mobilization of FBOs and IPs in relation to climate change processes will hence be important to hold governments accountable and to actively participate in policy making for the future. The COP process is a good vehicle to use in this regards, due to its South Africa meeting in 2011. As pointed out in the analysis of the protection deficits, increased vulnerability to climatic changes such as recurrent and prolonged floods and droughts are becoming evident throughout the region. This is posing a serious threat to life and health, and is hence giving a protection deficit. NCA will focus on developing capacity to advocate for national and international climate mitigation, adaptation and pro-poor energy policies

Lack of access to energy is still a major problem in both rural and urban areas in the region, and constitutes a major equity deficit. Energy poverty contributes to loss of income generation as well as forest degradation from collection of firewood for cooking and heating. NCA will therefore aim to engage communities in developing measures for increased access to renewable energy sources.

Gender Justice

Women in governance

Women are very often subject to layers of deficits where it is sometimes difficult to point to what leads to the other. Due to an equity deficit, women are marginalized politically, economically and socially, and this negatively impacts their level of participation since they are occupied with securing a minimum livelihood – creating a participation deficit. And vice versa: Since women are not meaningfully participating in decision making processes, policies are often not conducive to them being lifted out of poverty - thereby increasing the equity deficit. The equity deficit and the participation deficit both contribute to the protection deficit, as marginalization makes women vulnerable to for example for physical, mental and sexual violence. Laws and regulations are often not in place to protect women’s rights (e.g. inheritance, land rights etc), further contributing to the equity deficit. By putting more women at the table where decision are made, it is hoped that over time, their meaningful participation will lead to more equitable policies to safeguard and protect women’s rights.

NCA Southern Africa’s program on Women in Governance will have a two-fold approach: One where the policies, doctrines and traditions/habits of faith based structures are targeted, as these are very often stumbling blocks to women’s meaningful participation in decision making. Not only are these structures patriarchal and male centered by

nature, but traditions and practices often convince women themselves to take a passive role and they are hence not claiming their rights in such a setting. Empowerment and mobilization of women for participation in governance issues and structures will hence be a main focus area.

The other programmatic approach will be on the adaptation, revision and implementation of the policy- and legal frameworks that promote and safeguard women's rights. NCA Southern Africa will therefore advocate for the adaptation and implementation of legal frameworks and conventions

For both of these approaches it will be important to Challenge the behavior of main duty bearers towards women's participation in decision making.

Gender Based Violence

In our analysis of participation deficits, it was pointed out that GBV often contributes to a participation deficit. Violence can sometimes be used as a means to stop women from entering the public sphere, as inflexible gender roles and patriarchy has defined women's participation as "wrong". Furthermore, LGBTIs are so marginalized and stigmatized in the region that their public participation is almost non-existent. The Faith Based Structures are traditionally significant gate keepers for upholding such practices due to a very solid tradition of patriarchy. NCA's focus area "Address GBV as a structural issue¹³" is hence a pertinent response.

As presented in the analysis of the protection deficit, women and LGBTI are very often subject to sexual violence and physical abuse and there seems to be an inherent acceptance level for such wrong-doings in spite of strong campaigns and good work to end Gender Based Violence in the region. There is therefore a need for a significant shift of attitudes and NCA's focus area "Challenge the behavior of men and women towards violence in close relations" will have the churches as main moral duty bearers due to their role as opinion makers.

As highlighted in the analysis of equity deficits, women constitute the bulk of the informal sector. Through its informal character, the workers in this sector have little or no framework for protection of its "employees", hence leaving women very vulnerable to physical, mental and sexual abuse. Unless policies and practices that safeguard the rights of women, protecting basic human rights, it will be difficult to change people's attitudes towards GBV. To "Advocate for national laws and church policies preventing Gender Based Violence" will therefore be the third thematic focus for NCA's work on GBV in the strategic period 2011-2015.

Transformation of program: Indigenous peoples

The program for Indigenous Peoples (IP) in Southern Africa has been a separate, regional program funded by earmarked Norad funds for more than a decade. A program assessment carried out in 2010 showed that NCA's support has been decisive for the continuation and development of Indigenous Peoples organizations in the region. However, experiences have also shown that the portfolio has to some extent been "isolated" from the other NCA programs, with few synergies in spite of thematic overlaps. There was probably a need for this approach in the early days of the program, but as our deficit analysis point out, today's main challenges for the San are very much similar to the challenges of the other rights holders in the region – only of a graver dimension. Livelihood and trade, resource and finance, gender based violence, women in governance and climate change mitigation and adaptation are all core challenges for the San that must be efficiently addressed by NCA and our partners.

¹³ As a result of patriarchy, religious beliefs and definitions of masculinity

As per NCA Southern Africa's new mandate, the main component of our work will be to further develop the capacity of our partners to address policy development, adoption and implementation that would safeguard the rights of the San. NCA's IP portfolio will therefore be transformed and mainstreamed as a crosscutting program within NCA's five programmes in the region, with policy programming and policy advocacy as the core focus for NCA's support. Within each programme, Indigenous Peoples issues will be highlighted and addressed. When the thematic programmes overlap with the rest of NCA's portfolio in the region, there will also be much more room for learning and exchange between partners – IP or not. NCA will prioritize to link our IP partners up to strategic policy alliances in the region, so that IP issues can be highlighted by our partners as part of the general regional agenda (e.g. in SADC fora).

2.2 Strategies for strengthening local civil society from a rights based approach

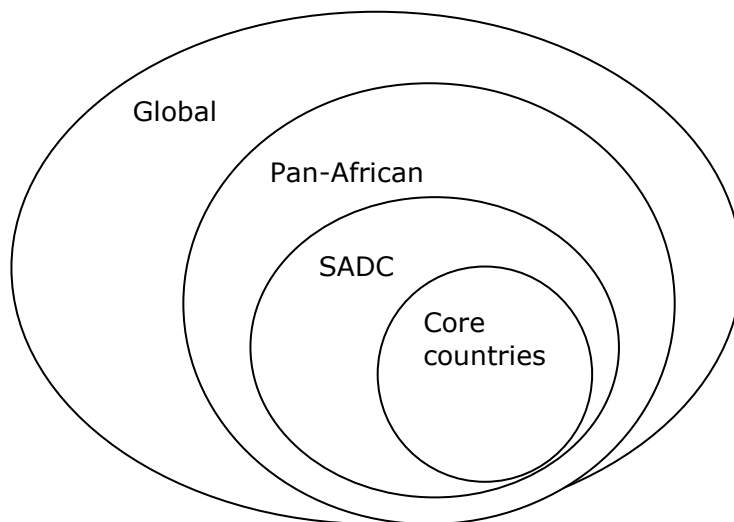
Until communities can own and drive their own development agenda and hold duty bearers to account, development will remain ineffective and unaccountable. The shrinking democratic space in the region is underlining the importance of building and strengthening social movements for positive change. The violent service delivery protests across South Africa are an example of societies mobilizing themselves where there is a breakdown of economic justice and governance. The church with its decentralized structures is very suitable to mobilize communities. It is therefore important that NCA works hard to build the policy and advocacy capacity of the church to enable it to unleash its community mobilization role. Although the church is the largest constituency, it does not exist in isolation. Stronger collaboration between the church and other strategic parties, including IP organizations, will achieve more impact.

Since the NCA Southern Africa office will operate with a strong focus on policy and advocacy, the identification of rights holder and duty bearers will be essential. Our main rights holders are the poor and marginalized in this region, including the IPs. Due to the continued feminization of poverty, women remain to be the face of poverty, especially in the rural areas.

By claiming abstract rights as tangible entitlements, poor people can improve their lives. Social relations and institutions within society can however pose serious barriers to poor men and women who try to claim their rights. In a rights based approach, the state is the ultimate duty bearer. Given NCA's networks and partners, our strategy will also be to engage the churches as intermediary duty bearers.

NCA Southern Africa policy office will have a differentiated mandate depending on the geographical level of intervention:

1. **Regional Programmatic** mandate in core countries (Mozambique, Zimbabwe, Namibia, Botswana, South Africa): Programmatic partnerships with regional and national partner organizations.
2. **Regional coordination** mandate in the SADC region: Coordination of regional policy advocacy including mutual capacity development of NCA staff and partners.
3. **Pan-African facilitation** mandate: Facilitation of policy advocacy within African Union
4. **Global engagement** mandate: Engagement with Department for Development Policy at NCA Oslo to change policies of the Norwegian Government and of global governmental institutions (e.g.: World Bank, IMF, WTO, UN, etc).



Mobilizing Communities for social change

In order to test out the concept of policy empowerment of right holders, NCA and partners will select a few pilot communities in our program countries. In these pilot communities we will aim to mobilize communities for social change within our thematic priorities. NCA will not engage in service delivery, but build capacity of community groups for policy advocacy. This will include public expenditure tracking and budget advocacy to demand services from local government. We will use Livelihood interventions as starting point for facilitation and empowerment processes on policies to eradicate poverty and promote human dignity. Throughout this work it is essential to recognize the strength and capacities of local communities and ensure that interventions are sustainable.

Building vertical and horizontal alliances and networks

NCA and partner will continue to build horizontal alliances and networks within our core countries and between countries in the region. We will emphasize the NCA strategy of connecting core partners with resource partners. We will be duplicating and scaling up best practices.

NCA and partners will seek to develop strategic partnerships with alliances of civil society organizations. These will provide opportunities for more coordinated advocacy within countries and within the region.

In terms of building vertical alliances and networks NCA and partners will work with regional and global partners. We will aim to build a strong engagement with the Policy Department in NCA Oslo and also with global ecumenical partners.

2.3 NCA Integrated Approach

NCA Southern Africa will have a different emphasis on our integrated approach than most other NCA offices since we will have a clear preference to the advocacy component. Advocacy can however never exist as a separate effort – influencing policies to become more pro-poor is indeed an effort to build better pre-requisites for long term and sustainable development and emergency preparedness. As the political space for civil society is shrinking in the region – parallel to a downscaling of ODA funds to civil society – an increased effort to safeguard the political space for civil society is necessary, and NCA can best contribute to this by strengthening our partners to take active part in the ongoing political processes. Also, there is a clear link between advocacy and emergency preparedness. Sub Saharan Africa is rendered very vulnerable to the effect of climate

change. Hence, all policy advocacy around climate mitigation will include a component of emergency risk reduction and emergency preparedness.

Through the mandate of being a regional policy office, NCA Southern Africa will work integrated through collaboration with partners and other NCA offices in the region by strengthening the connections between long-term development, emergency preparedness and advocacy. Rooted advocacy will be an important factor in the work of the office, through core partners, with grass root activities such as livelihood groups, public budget advocacy and eco congregations (see section 5.3). By creating better capacity for policy advocacy by partners and policy empowerment of rights-holders, NCA will be able to integrate holistically our work in the region with our global policy advocacy work.

NCA will not support service delivery interventions by partners, but we will support policy advocacy and policy empowerment on public budgets and expenditure. As such, NCA will contribute to improved service delivery by government. We see that this is more in line with right based approach to development and more compatible with the modern role of civil society in democratic societies. By empowering right holders with a clear understanding of their rights to participation, service delivery and protection, we contribute to building the foundation for democratic processes. This approach will hopefully also increase the capacity of communities and nations for emergency preparedness, including reduced vulnerability to emergencies.

2.4 NCA Accountability Commitments

NCA will during this planning period focus on further development and quality assurance of our accountability to right-holders, host communities, partners and other stakeholder based on the HAP accountability and quality managements standards¹⁴. Focus will be on provision of information, securing participation and developing systems for feedback and complaints focusing on right-holders and host communities during all phases of project and program implementation. Clear commitments and expectations on accountability in our relationship with partners will also be developed and adapted to the specific partnerships.

NCA Southern Africa will in the strategic period develop a strategy for the Humanitarian Accountability Project (HAP). After the HAP self assessment the office identified that the main areas that needs to be addressed is on complaint mechanisms and information and communication. Two measures were suggested to secure *information and communication* flow with partners and rights holders. They include the development of a NCA Southern Africa web page to be used by partners and NCA to share information, and to include a communication strategy in the agreement between NCA and the partner. With regards to *complaints mechanism*, there will be developed a strategy for complains mechanisms applicable both for rights holders and partners.

Since the office in Pretoria will be co-located with two other ACT members that are HAP certified,(or in the process to be), the development of the HAP strategy and the implementation will be coordinated with the other ACT members in the region. Being an area office with a regional plan the HAP strategy will also be developed in collaboration with the other NCA offices in the region.

¹⁴ HAP:Humanitarian Accountability Partnership. The HAP Accountability and Quality management standards: [http://www.hapinternational.org/pool/files/hap-2007-standard\(1\).pdf](http://www.hapinternational.org/pool/files/hap-2007-standard(1).pdf)

2.5 NCA Commitments to mainstreaming development principles

2.5.1 Gender equality

Grounded in NCA Statement of Principles and policy documents by WCC, ACT and LWF, NCA has a commitment to women's rights and gender equality which recognizes that gender inequalities and continued discrimination of women are based on unequal power relations, access to resources and assets. A right based approach to changing this through addressing the distribution of power, resources and responsibilities whilst challenging men's attitudes, behavior and patriarchal structures and values is how NCA foresees contributing to greater gender equality outcomes.

Based on this NCA applies the guiding principles of gender-sensitive planning and implementation. NCA as part of the ACT Alliance is also committed to promoting gender equality as a common value and gender mainstreaming as a method of work to achieve gender equality through the ACT's Gender Policy Principles (<http://www.act-intl.org/manual.php>). The Policy Principles outlines how this should be done in humanitarian action, long term development and advocacy.

To mainstream gender equality NCA country offices will therefore undertake gender analyses which are meant to ensure that gender relations and their implications are clarified and ensure that these differentials are addressed, with the objective of greater gender equality in policy and programming outcome. This knowledge will be incorporated into organizational action and especially decision-making. Capacity development, development of clear responsibilities and follow-up plans will take place at each country office, guided by the Gender Equality and Action Plan 2011-2015.

2.5.2 Conflict sensitivity

NCA has in its Statement of Principles and in its Global Strategy committed itself to Conflict Sensitive Programming. External aid will always impact the context where it is provided. An intervention can facilitate or hinder long-term peace and development. Conflict Sensitive Programming is about how assistance shall be provided in violent conflict settings to help local people disengage from the violence that surrounds them, and begin to develop alternative ways for addressing the problems that underlie the conflict, rather than feeding into and exacerbating the conflict.

NCA's methodology for conflict sensitive programming is drawn from the Do No Harm Project (DNH), which is coordinated by Collaborative for Development Action in Boston USA (www.cdainc.com). This approach draws upon 20 years of evidence, showing predictable patterns of impact that external assistance has on Dividers (actors who threaten to peace and stability) and Connectors (actors who support to peace and stability). This evidence is the basis for the DNH training material, which NCA will use to equip staff and partners to develop options for conflict sensitive programming.

All NCA program staff shall be given an introductory DNH training. NCA shall also facilitate training in DNH - or equivalent conflict sensitive programming - for program staff of implementing partners. Reference to conflict sensitive programming will be integrated into all NCA program formats. NCA and partners' program staff will utilize a DNH check list in the planning and monitoring of projects (include Routines and Guidelines link here). DNH analysis will be required of all programs and projects introduced through emergency interventions and in situations where programs are development in a context of conflict. It is also recommended that the DNH check list be consulted for all NCA program implementation to minimize unintended negative impacts of NCA's programs.

2.5.3 Environmental sustainability

Grounded in NCA Statement of Principles is a commitment to the protection of the environment as part of the Creation with its inherent value that shall be respected and preserved. NCA shall contribute to the sustainable management of natural resources for the common good of all humanity and the benefit of future generations.

A right based approach will be used to achieve this through addressing the distribution of power, resources and responsibilities to rights holders, whilst challenging the behavior and values amongst duty bearers, is how NCA foresees contributing to sustainable development outcomes.

Based on this NCA applies the guiding principles on Climate Change for ACT Alliance programmes. NCA as part of the ACT Alliance is committed to promote justice and rights for woman, men and children affected by climate change. The Guiding Principles on Climate Change for ACT Alliance programmes outlines how this should be done in humanitarian action, long term development and advocacy.

NCA will aspire to the following environmental standards in the next strategy period:

- Address environmental concerns and climate change in strategic planning in all aspects of the project cycle
- Identify the impact that climate change is having on the lives of right holders targeted by our activities by using the rights based criteria in programme development in order to foresee risks and take action in order to protect them.
- Plan for the effects that future climate change will have on the same right holders
- Support adaptation, mitigation and emergency response measures that do not have a negative impact on the environment.
- Climate secure some of the programmes in order to lay the ground for climate proofing of the portfolio in the future.

3. FUNDING STRATEGY

3.1 Resource Frames 2011-2015

The table below shows an overview of the preliminary budget for 2011 to 2015.

PROGRAMME AREA	FUNDING SOURCE	EXPECTED FUNDING FOR THE PLANNED YEARS 2011-2015 (MILLION NOK)				
		2011	2012	2013	2014	2015
Economic Justice	Norad core support	2.7	2.9	3.2	2.8	2.5
	NCA Own funds	0.2	0.2	0.3	0.3	0.4
	NCA Block grants	0.2	0.2	0.2	0.2	0.2
	Other funding sources				1.0	1.5
	Embassies	1.0	1.0	1.0	2.0	2.0
	SUBTOTAL	4.1	4.3	4.7	6.3	6.6
Gender Justice	Norad Core support	1.9	2.0	2.1	1.7	1.5
	NCA Own funds	-	0.1	0.1	0.2	0.2
	NCA block grants	0.1	0.1	0.1	0.1	0.1
	Other Sources				1.0	1.5
		SUBTOTAL	2.0	2.2	2.3	3.0
Climate Justice¹⁵	Norad core support	2.0	2.1	2.2	1.5	1.3
	NCA Own funds	-	0.1	0.2	0.3	0.4
	Embassies ¹⁶	0.7	0.5	0.5	0.5	0.5
	ACT/Aprodev ¹⁷	0.5	-			
	Other funding sources				1.0	1.5
	SUBTOTAL	3.2	2.7	2.9	3.3	3.7
General budget support to core partners	Norad Core support	0.5	0.6	0.7	0.7	0.7
	NCA own funds	0.7	0.8	0.8	0.9	1.0
	Other donors ¹⁸					
	SUBTOTAL	1.2	1.4	1.5	1.6	1.7
Indigenous Peoples¹⁹	Norad 100% earmarked	2.9	3.0	3.1	3.2	3.3
	SUBTOTAL	2.9	3.0	3.1	3.2	3.3
Strengthening of civil society	Norad Core Support	1.0	1.1	1.1	0.7	0.5
	NCA Own funds	0.1	0.1	0.2	0.3	0.3
	Other donors				0.5	1.0
	Embassies	0.5	0.5	0.5	0.5	0.5
	SUBTOTAL	1.6	1.7	1.8	2.0	2.3
Representation and technical support²⁰	Norad core support	4.0	4.1	4.2	4.0	4.0
	NCA own funds	0.1	0.2	0.3	0.3	0.3
	Other donors				0.4	0.7
	SUBTOTAL	4.1	4.3	4.5	4.7	5.0
GRAND TOTAL		19.1	19.6	19.2	24.1	25.9

Working with partners to improve their policy and advocacy work is very labour intensive as it requires close follow up and the results of this pilot will to a large extent depend on the quality of services we are able to offer our partners. In terms of NCA's programmatic needs a minimum national staffing level of four program staff (three advisors and one assistant) plus 2.5 administration and finance staff (one manager and 1,5 assistant) is foreseen. In addition to this comes the Area Representative.

¹⁵ Due to Cop17 in 2011, we foresee a funding hike for this year – this will decrease in 2012.

¹⁶ Estimated potential for extra grants for COP17 processes

¹⁷ Estimated potential for extra grants for Cop17 processes

¹⁸ We foresee that this is difficult to fundraise for from other donors

¹⁹ These funds will be used to align the existing IP programs to NCAs two (three) thematic priorities; Economic Justice (incl. Climate Justice) and Gender Justice, and includes all costs for one full time program advisor for this purpose. Should earmarked funds not be granted, all IP programs will be closed down from 2011.

²⁰ This includes salaries and running costs for thematic advisors on Gender Justice, Climate Justice and Economic Justice as well as Finance and support staff for these programs

If Norad grants earmarked funds for the indigenous peoples portfolio, one additional program advisor is needed, in order for the IP portfolio to be aligned with NCA's thematic priorities for the planning period. The transformation of the IP portfolio will demand more human and financial resources than what NCA has the capacity to as per 2010. The partners are generally speaking quite focused on implementing local projects, and relatively little focus has been given to the bigger picture of advocacy and movement building. For NCA to successfully transform our support to the IP partners, we have a continued need for earmarked funds, including an earmarked full-time staff resource. Without earmarked funds the IP portfolio will be closed down with immediate effect due to lack of funds for this work from 2011 and beyond.

3.2 Proposed funding strategy

It is foreseen to be difficult to raise substantial new funds for a pilot programme, but the additional project/process specific funds is most definitely within reach also in first three years of operation. As NCA Southern Africa will pilot a number of issues in the coming strategic period, Block Grants from NCA Oslo are also expected on selected areas. For 2011, additional funds for the COP17 process will be sought from embassies and sister agencies. In 2011, NCA SA will also start exploring possibilities for additional funding for the work with FBOs and sexual minorities. Since this program is in its start-up phase, additional funds cannot be expected until 2012 at the earliest, but a mapping of potential donors should be carried out in 2011.

In the pilot phase 2011-2013, focus must be on producing high quality indications of impact, as these will lay the foundation for seeking funding beyond 2013. When the pilot phase is in its last year and more tangible results have been produced, NCA Southern Africa will need fund raising capacity to secure alternative funding at a larger scale, as to replace and complement funds from Norad core support. This capacity must come from NCA HO in close cooperation with NCA Southern Africa's program staff. Another option that will be explored in the pilot phase is weather joint fund raising efforts with sister agencies is a feasible option.

3.2.1 Main funding sources

The main funding source for this office will probably remain to be Norwegian government funds as well as NCAs own funds, albeit with alternative funding sources coming onboard to a larger scale towards the end of this planning period, replacing some of the Norad and NCA funds. Since this office is focussing on policy change and not on service delivery, it might also be challenging to approach certain types of donors for large scale generic support. However, it might still be possible to do small scale fund raising for smaller and time bound *processes*, and this is an option NCA Southern Africa will pursue also in the pilot phase. There might be several sources for such funding: Various European Embassies in South Africa and neighbouring countries – including the Norwegian Embassies, European aid agencies, international foundations working in the region, small grants from the UN (in particular UNDP/UNEP on environment and climate). Once the pilot phase is over and the office has results to show and best practice cases to promote, more large scale and generic support should be possible to find. This is however likely to happen only in 2013 and beyond.

3.2.2 Diversification strategy

As mentioned above, it is likely that Norad core support will remain the main funding source, i.e. constitute 50% or more of the total budget, for this program for the duration of the strategic period. However, NCA Southern Africa will intensify our search for new sources after the pilot phase (2011-2013) so that the two last years of the strategic period will see an influx of new funding. The envisaged resource framework for NCA in Southern Africa rests on the following basic assumptions;

- A continued support from the Norad Core Agreement with a financial framework of approx NOK 13-14 million per year for 2011 - 2013
- An increased support from Norad earmarked funds for Indigenous Peoples of 2.9 - 3.4 million per year (escalating throughout the period)
- For 2014 and 2015 a continued support from the Norad Core agreement of approx 9-10 million per year
- Allocation of NCA own funds throughout the planning period at a rate of approximately NOK 1-2,5 million per year (escalating during the period).

Potential funding opportunities that will be explored are:

- Project/process support from the Norwegian Embassy in South Africa and/or the neighboring countries.
- The potential program funding of NOK 1-3 million per year in 2014 and 2015 to activities related to Gender Justice/LGBTI, from sources such as foundations, DfID, European embassies etc
- Potential small scale program/process specific funding from the UN system (primarily UNEP and/or UNDP) on Climate Justice (up to 1 mill NOK)
- Norwegian businesses based in the region.

3.2.3 Capacity assessment

NCA Southern Africa will have strong programmatic capacity, but as the policy mandate is a new venture in NCA, the organisation should secure proper monitoring and evaluation of the processes. It is foreseen that extra resources (human and/or financial) will be necessary to secure organisational learning around this new way of working. Once the pilot phase is over, it is envisaged that the office will access new funding sources. The office will require assistance from HO on applications and fundraising strategies, especially towards EU and other international agencies, as HO will possess this type of expertise. Concept notes will be developed during the pilot period that can be distributed to potential donor agencies.

3.2.4 ACT Alliance coordination

NCA's decision to change the mandate of its Southern Africa attracted positive interest from other sister agencies. In 2011, Christian Aid (UK) and Church of Sweden will hence establish presence of policy and program staff in South Africa and be co-located with NCA. Other ACT funding partners are also exploring the option of joining this cooperation in Pretoria. There is an expressed desire and aim to collaborate and coordinate our efforts more closely, especially in regards to cooperation with shared partners in the region. Over time, it might become relevant to develop joint proposals with other ACT members in the region on an issue based level on thematic areas like climate and economic justice. A certain channelling of funds from other ACT agencies through NCA, earmarked for policy advocacy with joint partners is also foreseen.

NCA will actively participate in the National ACT Fora in Mozambique and Zimbabwe, with the clear aim of strengthening the policy and advocacy work of these. In addition, the possibility for the establishment of a National Act Forum in South Africa as well as a Regional Act Policy Forum will be explored.