Terms of Reference for the policy review
'Support through Dutch NGOs for the sustainable
development of civil society in developing countries'
(policy objective 3.3)

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1 Dutch support to civil society in developing countries

1.1 Rationale

The policy review *Support through Dutch NGOs for the sustainable development of civil society in developing countries – policy objective 3.3* was listed in the Explanatory Note to the 2016 Budget as part of the Ministry's evaluation programme. The Ministry of Finance's Order on Periodic Evaluation and Policy Information (RPE) requires each policy article to be reviewed within seven years at most. Since article 3 (social development) covers a wide range of themes (education, women's rights and gender equality, SRHR and Aids, and strengthening civil society) it would be undoable to review it in full. The Policy and Operations Evaluation Department (IOB) therefore decided to confine its policy review to sub-article or policy objective 3.3, 'to support the development of civil society in developing countries'.

Support through Dutch NGOs to civil society in developing countries is based on assumptions about the role each plays. As we will point out in sections 1.4 and 1.5, some of these assumptions may be open to question. If so, this poses a threat to levels of effectiveness. It is therefore worthwhile not only to answer the usual RPE questions but also to examine and discuss these assumptions in the context of Dutch support and, where relevant, to learn lessons that may contribute to making support through Dutch NGOs more effective.

1.2 Policy objective 3.3

Policy objective 3.3 expresses the importance the Government of the Netherlands attaches to the role of Dutch NGOs as a channel for supporting civil society in developing countries. Until recently, the objective served as a broad framework for funding Dutch NGOs rather than as a basis for the development of a coherent policy with a consistent theory of change. As a result, the Dutch NGO programmes that received support had a wide range of aims, not all of them necessarily within the overarching objective.

The title of these Terms of Reference refers to the diversity of objectives and programmes that exist under policy objective 3.3 and includes all support provided to civil society in the South for sustainable development.

The Explanatory Memorandum to the 2015 Budget for Foreign Trade and Development Cooperation described envisaged results under objective 3.3 as follows:
- The Cofinancing System (MFS II) (2011-2015): strengthened civil society, strengthened NGOs, contribution to achievement of the MDGs;

- The Netherlands Development Organisation (SNV) programme: the capacity of NGOs, private sector and local government in developing countries strengthened;
- The Trade Union Cofinancing Programme (TUCP): adherence to labour rights, stronger trade unions, improved social dialogue and improved labour conditions.

MFS II catered for a wide variety of Dutch NGOs encompassing a broad range of objectives and strategies including direct poverty reduction, strengthening the organisational capacity of Southern NGOs, strengthening civil society and influencing policy. SNV mainly focused on inclusive economic development through market-based solutions. TUCP focused on strengthening trade unions in developing countries and on improving workers' quality of life and working conditions in the formal and informal economy.

Annex 1 provides a short introduction to each of the three programmes. We have not included either the PSO programme or the Suriname Twinning Facility, the only two other programmes that received support under objective 3.3. The Suriname Twinning Facility received too little funding, while PSO was phased out in 2012.[1]

1.3 Overview of support provided by the Ministry

Expenditure under policy objective 3.3 largely went to MFS II (83%), SNV (13%) and TUCP (3%) (Table 1) and totalled EUR 2,371 million in the 2011-2015 period (5 years).

The Ministry also contributed substantial amounts under other policy objectives to NGOs in developing countries, either directly or indirectly through Dutch NGOs and the bilateral and multilateral programmes. Estimates of the Ministry's total expenditure on NGOs in developing countries released through the civil society, bilateral and multilateral channels amounted to more than 30% of ODA in the period under review.

Table 1   Expenditure under policy objective 3.3 (EUR million)*

	2011	2012	2013	2014	2015	**Total**	%
SNV	85	65	60	50	45	**305**	13
TUCP	17	15	13	12	13	**70**	3
MFS II	431	384	379	387	382	**1,963**	83
PSO	13	11	0	0	0	**24**	1
Suriname Twinning	3	1	0	1	3	**8**	0

[1] IOB conducted an evaluation of PSO in 2010 and an evaluation of the Suriname Twinning Facility in 2012.

Facility							
Total	**549**	**476**	**452**	**450**	**443**	**2,370**	100

Source: Ministry of Foreign Affairs financial database, 09-11-2015.
* expenditure from 2011 to 2014, estimated expenditure in 2015.

- SNV programme funding was gradually reduced from EUR 85 million a year to EUR 45 million in 2015 and was terminated as of 1 January 2016. SNV received EUR 270 million in the 2007-2010 period. It will receive around EUR 30 million in project funding in 2016.
- Expenditure on MFS in 2011 included EUR 36 million on MFS I and EUR 395 million on its successor, MFS II. MFS II was phased out on 1 January 2016 and will be replaced by the Dialogue and Dissent strategic partnership programme. Dutch NGOs received substantial project budgets in addition to MFS II grants.
- Responsibility for overseeing TUCP was transferred from the Social Development Department (DSO) to the Sustainable Economic Development Department (DDE) in 2015.

1.4   Key assumptions about the supporting role of Dutch NGOs

Dutch NGOs adhere to values such as trust, equality, mutuality and respect, which reflect their ideological aspiration to international solidarity, a shared desire to challenge injustice in the developing world and a need to overcome paternalism (Elbers, 2011). These values provide the foundation on which to play or support three vital roles (Partnership Resource Centre, 2015):
- Mutual support: aligning groups of people in a common activity for the creation of social value. This is closely associated with 'international solidarity' with like-minded groups.
- Lobbying and advocacy: representing civil society and influencing the policy of both government and the private sector.
- Service delivery: providing services to citizens. In this case, NGOs take up a role which otherwise could be fulfilled by the government or private sector.[2]

While the Ministry's decision to provide a share of its support through Dutch NGOs is partly politically motivated, it is also based on assumptions about their strengths. The extent to which these strengths are in evidence influences the quality of the support they provide. This, in turn, impacts on levels of effectiveness, along with, for example, the relevance of development programmes, the capacity of Southern NGOs and contextual factors.

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[2] In addition, Dutch NGOs play a role in developing a public support base in the Netherlands for development cooperation. They also act as innovators, i.e. they develop initiatives impossible for official donors.

We can conclude from various policy documents and grant frameworks that a number of key assumptions about Dutch NGOs' strengths form the justification for using them as channels to support civil society in the South. These assumptions are as follows.

Reach
1. Dutch NGOs reach Southern NGOs which cannot be reached by the Ministry.
2. Dutch NGOs can provide support in difficult or politically-sensitive situations, which would otherwise not be possible.

Relations
3. Both Southern and Dutch NGOs have the flexibility to respond to poor people's difficult situation and to unexpected changes.
4. Southern NGOs relate more easily to Dutch NGOs (peer to peer) than to governmental donors (embassies).
5. Relations between Southern and Dutch NGOs encourage Southern ownership and demand-oriented support.

Expertise
6. Dutch NGOs have the expertise to support the development of Southern NGOs' capacity.
7. Dutch NGOs have relevant thematic expertise (SRHR, Water and Sanitation, education, gender, human rights).

Policy influencing
8. Dutch NGOs have the capacity to influence international policy and to contribute to the development of the lobby and advocacy capacity of Southern NGOs.

However, a number of Dutch studies question some of these assumptions, i.e. the reach of the Dutch NGOs (Koch, 2009), the relationship between Northern and Southern NGOs (Elbers, 2012) (IOB, 2011) and the expertise of NGOs to support the development of Southern NGOs' capacity (IOB, 2011) (IOB, 2013) (Kamstra, 2014). In this context, it is important to note that many Dutch NGOs used to be heavily dependent on the Ministry for funding and that the Ministry's policy and practice may have influenced their strengths. Critics suggest that donor conditions may lead to undesirable consequences such as

- invalidation of participatory approaches;
- reduced cultural sensitivity;
- weakened ties with the grassroots level; and
- dilution of core values (Elbers, 2012).

Ministry decisions that may have had consequences for Dutch NGOs include:
- budget cuts;
- moving from a channel to a theme-based approach, with project funding;
- introducing tendering procedures for funding, leading to competition among the Dutch NGOs and uncertainty about its continuation;
- requiring Dutch NGOs to form consortia, with a focus on short-term results.

1.5   Key assumptions about the role of civil society in developing countries[3]

Ever since the early days of development cooperation, the Dutch government has expressed a firm commitment to the role of civil society in developing countries, confirming it once again in a letter to parliament in 2013.[4] Civil society is believed to have the ability to ensure that issues of significance to the general public are placed on the agenda of both governments and private sector parties, locally, nationally and internationally. Civil society is thus thought to contribute to decision-making that reflects the general interest. The letter stressed that both the state and markets function better when they take social issues on board in their decision-making. Under both Dutch and EU policy, civil society organisations (CSOs) are regarded as crucial, independent development actors that need an enabling environment so that they can strengthen policymaking and contribute to more inclusive and sustainable growth and development. Such assumptions are supported by the CSO community itself. For example, according to CIVICUS' 2015 State of Civil Society Report, 'civil society offers the commitment and staying power to challenge the root causes of today's problems and offer solutions; this is why people and agencies that seek change need to support and invest in civil society, in all its diversity'.

Assumptions as to civil society's democratic role in developing countries and the legitimacy of Southern NGOs as representatives of society are based on little sound evidence, so we do not know whether they hold true. This also applies to the assumptions underpinning Dutch development cooperation policies. This poses risks, since it challenges civil society's agency. There are a number of issues:
1. Civil society is not always a positive force in society (Biekart and Fowler, 2012 & 2013; Carothers and Ottaway cited in Kamstra, 2014; Kamstra, 2014).
2. The boundaries between state, market and civil society have blurred, challenging the conventional concept of civil society as a sector (CIVICUS' State of Civil Society report, 2011; Biekart and Fowler, 2012).
3. The Western concept of civil society does not apply in equal measure to non-Western societies (IOB, 2011).

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[3] 'Opening doors and unlocking potential: key lessons from an evaluation of support for Policy Influencing, Lobbying and Advocacy (PILA)'. IOB, 2015.
[4] Letter to the Dutch House of Representatives 33625-39, 9 October 2013.

4. The use of social media and the rise of informal ways of organising protest is sidelining traditional CSOs (ITAD and COWI, 2012; CIVICUS, 2011).
5. The legitimacy of CSOs, in particular those financed by donors (Northern NGOs) is open to question (Pratt, 2009; Agg, 2006; Kamstra, 2014).

According to CIVICUS (2011), the resulting impression is one of disconnections – between CSOs and other sectors of society, between CSOs of different types, such as faith groups and trade unions, between service providing CSOs and advocacy CSOs, and between CSOs and citizens. The majority of people have no association with civil society in its institutionalised form, but many may associate in less organised forms and more organic structures (CIVICUS, 2011). A major finding of the PILA evaluation (IOB, 2015) is that CSOs in Kenya and Mozambique have weak connections with their grassroots.[5] However, it is possible to derive legitimacy from factors other than a strong support base, for example from universal values, new ideas, knowledge and technical expertise or experience with service delivery. Generally speaking, issues such as environment and sustainability are not widely supported, yet they are important for everyone. And promoting human rights may be a problem when it comes to LGBT issues, even though coverage should be universal (IOB, 2015).

The issues mentioned above pose challenges for CSOs in the South. They need to respond appropriately to changing circumstances in order to maintain their relevance. In this respect it is important to note that the organisations are highly diverse in terms of mission, values and size. Their capacity to respond to change also varies. These factors have implications for how they cope with and adapt to new situations.

[5] Southern CSOs have several options to strengthen their position. They may revise their strategies; involve and mobilise their constituency systematically; link with other CSOs with more legitimacy in representing citizens' interests; support their work with more evidence-based research; and operate in local, national and international networks and coalitions that add value to their work (IOB, 2015).

2 Evaluation framework

2.1 Purpose of the policy review

The main purpose of this policy review is to account for budget expenditure under policy objective 3.3 and to test the assumptions that underpin the Ministry's policy. Particular points of interest are the assumptions associated with the role both of Dutch NGOs as a civil channel and Southern civil society in developing countries.

The three basic questions to be answered by the review are:
1. How effective is the support provided by the Ministry of Foreign Affairs through Dutch NGOs under policy objective 3.3?
2. What reasons can be given for levels of effectiveness?
3. What lessons can be learned from the evaluation?

2.2 Focus and evaluation questions

In principle, the review covers the period between 2011 and 2015, the duration of the MFS II programme. However, we decided it would make sense to include the entire SNV programme, which ran from 2007 to 2015. With regard to the TUCP, the review covers the entire 2007-2012 programme, and the 2013-2017 programme up to 2015. The review includes neither the PSO programme, which was phased out in 2012, nor the Suriname Twinning Facility, since it accounted for less than 1% of total expenditure under policy objective 3.3.

Where information is available, the policy review will produce gender-specific conclusions.

2.2.1 Evaluation questions

Questions originating from the RPE:
1. What are the government's reasons for providing support to civil society in developing countries through Dutch NGOs and what are the objectives?
2. How have these objectives been operationalised and at what cost?
3. What was the nature and practice of cooperation between the Ministry and the Dutch NGOs (MSF II, SNV and TUCP) and what was the impact on the latter?
4. What research has been conducted into effectiveness (MDGs, capacity development, civil society development and influencing policy) and efficiency, and what are the findings?
5. What factors and conditions explain degrees of effectiveness?

6. What measures can the Ministry and the Dutch NGOs take to increase the effectiveness and efficiency of the support provided?[6]

Questions on the reasons for financing through Dutch NGOs:
(These questions relate to the quality of aid and its assumed contribution to effectiveness. They are closely related to question 4 above.)

Reach
7. What types of Southern NGOs, GOs or private sector organisations received support from Dutch NGOs (through the MFS II, SNV and TUCP programmes)?

Expertise
8. What specific expertise and experience relating to themes and civil society capacity development did Dutch NGOs contribute through MSF II? How was that received by Southern NGOs?

Relations
9. What was the nature and practice of cooperation:
   o among the Dutch NGOs in the MFS II consortia;
   o between the Dutch NGOs in the MFS II consortia and Southern NGOs?

Questions relating to commitments made by the Minister to the Dutch Parliament:
10. What were the consequences of the cuts to the Foreign Trade and Development Cooperation budget, in particular to policy objective 3.3, for the Dutch NGOs (in the MFS II, SNV and TUCP programmes) and Southern organisations that received support through them?

2.3 **Design of the review**

The review will be based on:
1. a reconstruction of Dutch policy (questions 1-3);
2. a study of the evidence for the effectiveness of the support provided through MFS II, SNV and the TUCP and of the factors that explain degrees of effectiveness (questions 4-6)*;*
3. a study of the efficiency of MFS II, SNV and the TUCP (questions 4-6);
4. a perception study of assumptions about the role of Dutch NGOs (questions 7-9);
5. a study of the consequences of the budget cuts (question 10).

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[6] This question includes a sub-question on options available in the event of a 20% cut to the budget. The answer will be provided by DSO, the policy department responsible, and will be annexed to the main report.

Annex 6 provides the evaluation matrix, with an overview of how each of the nine questions will be researched.

2.3.1 Policy reconstruction

The policy reconstruction will put the present situation into a historical perspective. It will examine the reasons for providing support through NGOs and how support was channelled from the Ministry to the Dutch NGOs and from the Dutch NGOs to Southern NGOs.

The policy reconstruction will include an extensive discussion of the relations between the Ministry and the Dutch NGOs (in the MFS II, SNV, and TUCP programmes), the changing policy priorities, the conditions set by the Ministry and how that impacted on the capacity of the Dutch NGOs and their values, mission, strategy and practices and how that affected their support to Southern NGOs.

The policy reconstruction will also elaborate on the assumptions – touched on in section 2.4 – about the role of civil society in the South. It will take into consideration other policy changes that may have affected implementation of 3.3 and include overviews of expenditure, including allocations to least-developed and middle-income countries.

The policy reconstruction will comprise a desk study of the Ministry's policy documents, MSF II grant applications by Dutch NGOs, application assessments and the annual reports of Dutch NGOs. Interviews will also be held with staff from both the Ministry and Dutch NGOs.

This study will be conducted by the IOB core team.

2.3.2 Appraisal of effectiveness

Annex 7 provides an overview of the indicators for measuring effectiveness in terms of the MDGs, capacity development, civil society development and policy influencing.

We recognise the great diversity among the Dutch NGOs. The review will not draw conclusions about specific Dutch NGOs within MFS II.

Effectiveness at project level will be appraised against the project's objectives. We recognise that social development in particular is a long and complex process with implications for attributing results to donor support.

The review will attempt to establish linkages between strengthening civil society and the key assumptions about the role of civil society in developing countries as presented in section 1.5.

MFS II

The review will focus on the effectiveness of the Ministry's support in relation to the four objectives of the MFS II grant framework:

- promoting sustainable economic development and achieving direct poverty reduction geared to strengthening people's resilience, in accordance with the MDGs;
- supporting the organisational capacity of Southern NGOs;
- supporting development of civil society (including peace initiatives and conflict prevention) by strengthening pluralist democratic institutions and organisations tailored to local conditions, with the aim of establishing a more equitable distribution of power;
- influencing policy by giving ordinary people a voice with a view to effecting change in the processes and structures that perpetuate poverty and inequality.

The study of MFS II will be based on the three evaluations conducted under the final responsibility of the MFS II consortia:

- o MFS II Evaluations. Joint evaluations of the Dutch Cofinancing System 2011-2015. Civil Society contribution towards achieving the Millennium Development Goals. Synthesis report of 8 country studies (2015);
- o MFS II Evaluations. Joint evaluations of the Dutch Cofinancing System 2011-2015. Civil Society contribution to policy change. International Lobbying & Advocacy report (July 2015);
- o Evaluation report of the Transition in the East Alliance. Thematic Synthesis Study for Transition in the East Alliance countries Georgia, Lao PDR, Sri Lanka, Tajikistan and Vietnam. 'The Challenge of Inclusive Development'.

The MFS II evaluation reports include findings regarding MDGs, and support to NGO and civil society capacity development.[7] It will take a considerable effort to distil and synthesise relevant findings from the eight country reports and the technical reports of the 52 MDG case studies (8000 pages) on which the synthesis study is based.

No additional field research is foreseen. Part of this work will be conducted by a consultant to be contracted by IOB. Specific ToR will be drafted for this assignment.

SNV grant, 2007-2015

[7] IOB has already carried out an initial quality assessment of both reports.

The review will focus on the effectiveness of the Ministry's support in relation to the objectives of SNV's grant framework:

- promoting sustainable economic development and achieving direct poverty reduction;
- strengthening the capacity of NGOs, private sector and local government in developing countries.

Indicators for appraising effectiveness are:

- better living conditions for poor people;
- poor people's access to basic services and products;
- clients' or client groups' capacity development.

The basis for this part of the policy review is the evaluation report 'Between Ambitions and Ambivalence: Mid-term Evaluation SNV Programme 2007-2015', conducted by IOB and sent to parliament in 2014. As this report covers 2007 to 2011, an update is required.

The update will take place on the basis of

- the new agreement for the 2012-2015 period and the relevant multiannual plan;
- annual plans and reports;
- nine evaluations conducted under the responsibility of SNV.

The IOB core team will conduct this part of the study.

TUCP

The review will focus on the effectiveness of the Ministry's support in relation to the objectives of the TUCP grant framework. These are to strengthen labour and trade union rights and civil society development in the context of poverty reduction for sustainable economic growth in developing countries.

Indicators for appraising effectiveness are:

- stronger trade unions;
- adherence to labour rights;
- improved social dialogue;
- improved working conditions.

The latest TUCP evaluation report dates from 2012 and covers the 2009-2012 period. The report draws conclusions about changes proposed in an earlier evaluation relating to concentration on fewer countries, partner selection and organisations' monitoring and evaluation system. However, it contains no information on the effectiveness of

support. The most recent information about the TUCP's effectiveness is thus the IOB evaluation conducted in 2008.

Mondiaal FNV and CNV International's endline evaluations of the 2012-2016 grant period are expected to be published in mid-2016, in time to be incorporated into this policy review.

This work will be done by the IOB core team.

2.3.3 Appraisal of efficiency

We have learned from the available evaluation reports that in many cases no conclusions can be drawn about efficiency in terms of outcome/input ratio. The policy review will therefore not attempt to appraise efficiency at that level. It will however try to answer the following questions:

1. How efficient are the Dutch NGOs in terms of overheads expressed as the ratio between output (support to Southern NGOs) and input (grants received from the Ministry)?
2. How conscious are the Dutch NGOs of efficiency management? How is this reflected in their procedures and instruments?

Overheads will be assessed against the added value they generate. For example, double overheads will not automatically be assessed as inefficient if they generate commensurate added value.

This part of the review will be based on the annual reports and financial records of the Dutch NGOs and on interviews with staff from the Ministry and the Dutch NGOs.

IOB will contract a business economist/accountant to conduct the financial component of this study. Specific ToR will be drafted for this assignment. IOB will be responsible for appraising the efficiency of the overheads.

2.3.4 Perception study

Claims regarding Dutch NGOs' reach, relations, expertise and capacity for policy influencing are based on assumptions which are backed by little tangible evidence. The perception study aims to shed more light on how these assumptions play a role in and apply to current practice. The review will then attempt to explain whether Dutch NGOs' relations and expertise are relevant in the eyes of the Southern NGOs and impact on levels of effectiveness.

The following paragraphs describe how the perception study will be conducted. Specific ToR will be finalised in consultation with the researcher and the IOB internal peer review team.

If feasible within the policy review time frame and budget, the perception study will include not only MSF II, but also SNV and the TUCP. IOB will take the final decision on this issue, on the basis of consultants' proposal.

The study will compare the perceptions of a selection of Dutch MFS II organisations to those of Southern NGOs. In selecting the Dutch NGOs, we will take account of their diversity in terms of preferred strategy, relationships and thematic expertise.

The perception study will consist of the following elements:
- an online survey of all the Southern NGOs that were part of the MFS II evaluation in the eight countries targeted for support (N=183). The sample will represent the diversity among the Dutch NGOs. We may possibly expand the selection to all Southern NGOs that received MSF II support in these eight countries, since this would enable detection of bias to the evaluated NGOs (N=736);
- preparatory workshop with Dutch NGOs to discuss the assumptions;
- in-depth interviews with selected Southern NGOs in two to four countries (Indonesia, India, Ethiopia or Uganda) for which MFS II support was a substantial share of the annual budget (N = 30-45);
- verification interviews with the Dutch research teams that conducted the MFS II evaluations in the above two to four countries. (Groningen University, University of Amsterdam, Wageningen University);
- verification interviews with Dutch NGOs that provided support to selected Southern NGOs;
- investigation of links between the findings of the perception study and those of the MFS II evaluation of the selected SNGOs;
- analysis of changes in Dutch policies and procedures and how they permeated to the level of Southern NGOs;
- study of documents on perceptions of Southern NGOs such as the Keystone report (2015).

Relationships will be characterised in terms of the transactional-transformative scale (Figure 1) or other suitable conceptual framework such as the Collaboration Continuum (Austin, 2011). See also Tennyson 2011 for partnering across sectors.

Figure 1   Characterisation of relationships
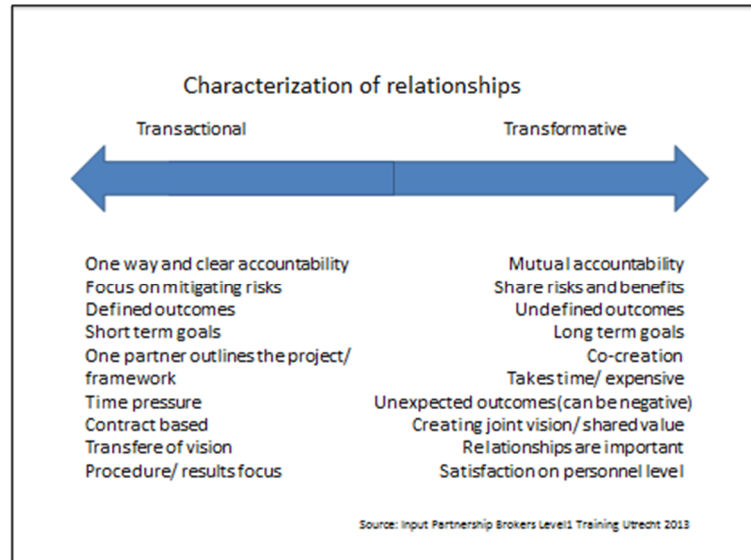
Source: input Partnership Brokers Level 1 Training, Utrecht 2013.

The following four assumptions about relationships, as held by the Ministry, will be integrated into this framework:

1. Dutch NGOs can provide support in difficult or politically-sensitive situations;
2. Dutch NGOs possess expertise in the field of organisational capacity and civil society development which adds to the quality of their support;
3. Southern NGOs relate more easily to Northern NGOs (peer to peer) than to governmental donors (embassies);
4. Dutch NGOs encourage Southern ownership and demand-oriented support.

The online survey will be designed to meet the required quality standards. Methodologies such as those identified by Siân Herbert will be consulted to ensure the quality of the survey (Herbert, 2013). Survey specialists / sociologists will be contracted for this part of the policy review.

The assumption about Dutch NGOs' expertise in thematic and capacity development will be examined as part of the perception study.

2.3.5   *Consequences of the budget cuts*

The consequences of the budget cuts will be examined at the level of the Dutch and Southern NGOs' annual budgets. A critical point is the termination of MFS II at the end of 2015 and its consequences for the financial relations between Dutch and Southern NGOs.

We will combine this study with a study of the reach of Dutch NGOs, one of the Dutch policy assumptions.

Provisional indicators for *reach* of the Dutch NGOs are:
- expenditure across countries (LDCs, MICs);
- number of Southern NGOs reached;
- geographical location of Southern NGOs;
- umbrella NGOs, community-based organisation, member organisation;
- other?

These indicators will be finalised after consultation with representatives of the Ministry and Dutch NGOs.

IOB will contract a business economist or accountant to conduct this study in combination with the efficiency study.

2.4 Products

Learning and communication

A main purpose of this review is to produce insights and lessons that may contribute to more effective support to civil society in developing countries. To facilitate the learning process, communicate findings at an early stage and help stakeholders exchange ideas, IOB will organise events in the course of the review.

Final report

The final product is a report in English, written according to the pyramid method. Chapter headings will reflect the evaluation questions and section headings the answers to them. Each chapter will contain a summary of conclusions and lessons.

2.5 Organisation of the evaluation

2.5.1 General reference group

A general reference group will be established to ensure the quality of the policy review. Its main task will be to advise the director of IOB on the quality and relevance of the ToR, the interim products and the draft review report. The group comprises Manuela Monteiro (former director of Hivos and PSO), Bart Romijn (director of Partos), Rob van Tulder (Professor of International Business-Society Management, Erasmus University Rotterdam), Ebru Akdag (inspector, Ministry of Finance), Bert

Vermaat (Financial and Economic Affairs Department, Ministry of Foreign Affairs) and To Tjoelker (Social Development Department / Civil Society Division, Ministry of Foreign Affairs). The reference group will be chaired by the deputy director of IOB, Geert Geut. The members of the group will submit written recommendations on the quality of the draft report, and the director of IOB will make the final decision.

2.5.2   IOB team

IOB's responsibilities in relation to the review will be fulfilled by a core team comprising evaluators Floris Blankenberg and Piet de Lange and policy researcher Elise Landowski. Floris Blankenberg has final responsibility for conducting the review. The IOB internal peer review team comprises IOB evaluators Nico van Niekerk and Otto Genee and senior policy researcher Kirsten Mastwijk, and is chaired by IOB deputy director Geert Geut. This team will review the ToR, the interim products and the draft final report and will be available for advice.

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Annex 1   Introduction to MFS II, SNV and the TUCP

1. The Cofinancing System (MFS II)[8]

Historical overview
The Cofinancing Programme (MFP) was effectively launched in 1964 when the Dutch government decided for the first time to allocate funds to three Dutch NGOs: Novib (now OxfamNovib), CMC/Cebemo (now Cordaid) and ICCO. In 1978, funds were also allocated to Hivos. From 1979 to the end of the 20th century, these four organisations had an ever-increasing budget to divide among themselves, for use in co-funding development projects in developing countries.

Both the development landscape and funding changed radically after the turn of the century. In 1999, the Minister for Development Cooperation broke the four organisations' monopoly by giving *Foster Parents Plan Nederland (now Plan Nederland)* access to the cofinancing programme. In 2001, as a consequence of new legislation entitling all citizens and organisations in the Netherlands to have access to government grants, the grant regulations that dated from 1980 were scrapped. In 2003, a new policy framework came into effect, opening up the cofinancing programme. *Terres des Hommes* became the sixth organisation to receive a grant. These organisations worked through wide-ranging programmes on structural poverty reduction in many countries and regions, in various sectors and themes and at local, national and international level.

In 2001, a new theme-based cofinancing programme (TMF 2002-2006) was established in addition to the cofinancing programme. TMF focused on thematic organisations which were often more knowledge- than capital-intensive and specialised in and focused on specific themes, regions or groups. In successive rounds a total of 214 organisations, of which 100 were located abroad, received a grant.

In 2007, the Minister for Development Cooperation decided to merge the MFP and TMF programmes into a new cofinancing system (MFS I 2007-2010). A new requirement was that applicants had to raise at least 25% of their budget from other sources than the Ministry. A total of 59 organisations received a grant, substantially reducing the burden of supervision.

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[8] Source: Advisory Council on International Affairs. *Interaction between actors in International Cooperation: towards flexibility and trust*. Advisory report no. 82, February 2013

MFS II Policy framework 2011-2015
The Minister for Development Cooperation decided that organisations should work more closely together and announced in 2009 that a maximum of 30 organisations would receive a grant under MFS II. For the first time, the Dutch NGOs were requested to form consortia, thus reducing the number of agreements and the Ministry's administrative burden.

The Policy Framework Dutch Cofinancing System II 2011-2015 was the grant framework for Dutch civil society organisations that work systematically to achieve a sustainable reduction in poverty. The framework described the specific nature of MFS II as follows:

'Alongside multilateral and bilateral cooperation and partnerships with the private sector, the civil society channel has long formed an important pillar of Dutch development policy. The objective of this policy is to support poor countries and poor people in their efforts to create a better quality of life, to reduce their vulnerability and create scope for self-betterment; in short, to provide structural scope for development. In this context, CSOs largely focus on strengthening a civil society that is diverse and geared to the local situation. Strong civil society in developing countries contributes to sustainable development.'

The overall aim of MFS II was to contribute to the establishment and strengthening of civil society in the South as a building block for structural poverty reduction. To qualify for an MFS II grant, Dutch NGOs needed to have strategic partnerships with Southern partners and to work efficiently and effectively to establish and strengthen civil society. To this end they could use one or more of the following strategies, which needed to be diverse and have the potential to be mutually reinforcing:
- promoting sustainable economic development and achieving direct poverty reduction, geared to strengthening people's resilience;
- building civil society (including peace initiatives and conflict prevention), by strengthening pluralist, democratic institutions and organisations tailored to local conditions, with the aim of establishing a more equitable distribution of power;
- influencing policy, by giving ordinary people a voice, with a view to effecting change in the processes and structures that perpetuate poverty and inequality.

The policy framework also pointed out that a strategy should not become a straitjacket, and that the three strategies listed above did not necessarily have to be used in order to qualify for a grant: alternative strategies could also be adopted.

The following themes, based on priority themes within Dutch development policy, were central to the MFS: sustainable economic development; HIV/AIDS; education;

health care; human rights, including socioeconomic rights; democratisation; good governance; water and sanitation; sport and culture.

The sum of EUR 2.125 billion was earmarked for the provision of grants within the framework of MFS II between 1 January 2011 and 31 December 2015. Following a complex tendering procedure, a total of 20 consortia (67 Dutch NGOs) were awarded EUR 1.9 billion in MFS II grants by the Ministry. These consortia supported Southern NGOs in over 70 countries, covering a large number of sectors and themes at global policy level (Annex 4). Total expenditure for the 2011-2015 period totalled EUR 1.9 billion due to austerity measures and cuts to the budget for policy objective 3.3.

The Ministry now organises more and more of its work through special funds and partnerships, for example the Dialogue and Dissent strategic partnership. This shift has had far reaching implications for the Dutch NGOs. In many cases, the Dutch government is no longer the main source of funds and work has to be organised in project modes instead of programme modes.

2. SNV[9]

Historical overview
SNV was established in 1965 by the Dutch Ministry of Foreign Affairs to assign Dutch volunteers to work in developing countries. In the late 1980s, SNV developed its services in the direction of project-based work, i.e. a greater multifaceted effort to influence development in marginal areas. SNV developed its own policy, programmes and approaches geared to empowering poor and disadvantaged people. In 1996, it reformulated its policy, with a commitment to providing technical assistance for capacity development of NGOs, and private sector and governmental organisations as its core business. In 2000, convinced that the combination of providing technical and financial assistance put it too firmly in the driver's seat of development and did little to encourage ownership of the development process by key stakeholders, SNV ceased implementing projects. The lessons learned in 2005 and the findings of the evaluation of the 2002-2005 grant period informed SNV's grant application for the 2007-2015 period. This emphasised impact orientation, sector choices, multi-actor engagement, and strengthening the local service environment in order to ensure a growing availability of adequate services for meso and local level actors. Based on its experience and these lessons, SNV also concluded that it would have to gain more control over the design and implementation of its programmes.

SNV's 2007–2015 grant
Up to 2002, SNV was part of the Ministry of Foreign Affairs, with limited autonomy and funded entirely by the Ministry. In 2005 discussions focused on the need for a

[9] Source: IOB, 2013.

special relationship that would allow the Ministry to provide a new grant exclusively for SNV.[10] Almost 100% of SNV's budget would be funded by the Ministry, and SNV would not be required to generate its own income (this was a condition in the MFS grant framework). In its appraisal memorandum, the Ministry justified the nine-year grant period and a total grant of EUR 794.8 million by indicating that SNV's gradual transformation would include:

- partnering with the Ministry (Directorate-General for International Cooperation (DGIS) and embassies) in order to bridge the macro-micro gap;
- strengthening the institutional structures and financial conditions under which local capacity builders operated; and
- reorganising SNV's roles, size and organisation in favour of local ownership and sustainability.

The goal of SNV's 2007-2015 programme was poverty reduction. SNV described itself as an organisation

'… dedicated to a society where all people enjoy the freedom to pursue their own sustainable development'.

SNV defined capacity as

'The power of a human system (be it an individual, organisation, network of actors, or a sector) to perform, sustain and renew itself in the face of real-life challenges. It is about empowerment AND impacts. They go together.'

In SNV's vision, capacity was thus about empowerment and impact.

In early 2011, SNV announced that it would further reduce the number of sectors from five to three: agriculture, WASH and renewable energy, with 'governance for empowerment' as a cross-cutting theme.

While SNV was fully occupied with implementing the 2007-2015 strategy, discussions between SNV and the Ministry of Foreign Affairs started as early as 2009. They would eventually lead to a revision of the 2007-2015 decision. The new agreement included a reduction of the original grant and allowed SNV the freedom to mobilise finances from other donors. It was only at a meeting of members of government and the Permanent Committee on Foreign Affairs on 20 April 2011 that the Minister for European Affairs and International Cooperation indicated that SNV's funding via a core grant would stop after 2015, and that the 2007-2015 grant decision needed to be amended.

SNV felt the need to revise its strategies to address some major changes that had taken place since 2007. New aid policies put more emphasis on: (i) market-based

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[10] At that time it was still common practice for the Ministry to develop a grant framework for a particular organisation.

approaches; (ii) more conventional programme/project implementation models; and (iii) the further decentralisation of funding. Subcontracting of Local Capacity Builders had become the dominant mode. SNV would also focus less attention on its international advocacy roles, reorient its knowledge ambitions towards evidence-based approaches to improve its practice, diversify its funding, and allow a more prominent role for programme/project implementation modalities than was foreseen in 2007.

In its 2012-2015 strategy document, SNV identified four success factors: inclusive development, systemic change, local ownership and contextualised solutions. The phasing out of the core grant after 2015, the need to recover the full costs of its technical assistance services, and the awareness that its future would depend on its own ability to mobilise programme and project resources had a profound impact on SNV. It would need in particular to restructure its organisation to reduce operating costs and mobilise substantial financial resources through programme funding as soon as possible.

Of the EUR 794.8 million originally awarded for the 2007-2015 period, EUR 575 million was transferred, in line with the budget cuts agreed in the revised agreement (2012).

3. Trade Union Cofinancing Programme (TUCP)

Historical overview
In 1975, the Minister for Development Cooperation decided for the first time to allocate direct funding to the predecessors of the Netherlands Trade Union Confederation (FNV) and the National Federation of Christian Trade Unions (CNV). This decision was based on the consideration that:

> 'local trade union movements can make a valuable contribution to the emancipation of the impoverished masses in developing countries and the social development of these countries in general'.

It is important to note that in 1975 many countries in Latin America and Asia – Brazil, Chile and the Philippines, for example – were dictatorships, South Africa was still in the grip of apartheid and many African countries had a one-party system. Trade unions were expected to play a critical role in bringing about the desired change.

In 1985, the Ministry decided to switch from project to programme funding, and the Dutch Trade Union Cofinancing Programme (TUCP) began to take on its current shape. The transition came at a point when free and independent trade unions had started to operate in some developing countries, and the focus shifted to strengthening the trade union movement.

The funding for the 2009-2012 period (four years) amounted to around EUR 57 million, with roughly two-thirds going to Mondiaal FNV (MFNV) and one-third to CNV International (CNVI).

2013-2016 grant framework [11]
According to the new policy framework for the 2013-2016 period,
> 'A strong and independent trade union movement is crucial for sustainable development and poverty reduction by effecting changes aimed at improving the quality of work and life of workers in the formal and informal economy. In addition to the well-being of the individual employee, the trade union movement also bears on the sectoral, national and international level to the socio-economic issues and is advocate for national legislation and adequate enforcement'.

The framework reconfirmed that the central policy of the TUCP is to strengthen labour and trade union rights and civil society development in the context of poverty reduction for sustainable growth in developing countries. The objective of this programme is to develop the capacity of trade unions in developing countries at company, sector, national and international level and of umbrella federations in developing countries at international level. Four elements are central to the Decent Work Agenda:
1. the observance of fundamental labour rights;
   - no discrimination
   - no child labour
   - no forced labour
   - right to organise and collective bargaining
2. promoting employment;
3. promoting social security;
4. promoting dialogue between social partners.

For governments and employers to achieve sustainable development, trade unions will need to develop into indispensable partners. This also means that, like many corporations and financial institutions, trade unions need to operate internationally. They need to be able to protect people's interests through international trade union work within multinational companies and value chains and international trade lobbying, and by encouraging investment in economic growth that benefits the poor. Trade unions with a smoothly functioning organisation, that generate sufficient income from membership fees and have a democratic leadership, can work for their members, enter into dialogue as fully-fledged partners and find an international connection for their lobbying activities.

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[11] Order laying down policy regulations and a ceiling for grants awarded under the Trade Union Cofinancing Programme 2013-2016, which entered into force on 19 November 2015.

Total expenditure for the 2011-2015 period amounted to EUR 70 million.

Annex 2   Overview of available evaluation reports

1. *Facilitating Resourcefulness. Synthesis report of the evaluation of Dutch support to capacity development*. IOB, 2011.
2. *Between Ambitions and Ambivalence: Mid-term Evaluation SNV Programme 2007-2015*. IOB, 2013.
3. *Evaluation of the Trade Union Cofinancing Programme 2009-2012*, February 2012.
4. MFS II EVALUATIONS. Joint evaluations of the Dutch Cofinancing System 2011-2015. *Synthesis report 8 country studies*. Stichting Gezamenlijke Evaluaties, 2015.
5. MFS II EVALUATIONS. Joint evaluations of the Dutch Cofinancing System 2011-2015. *Civil Society contribution to policy change.* International Lobbying & Advocacy report. Stichting Gezamenlijke Evaluaties, 2015.
6. *The Challenge of Inclusive Development: Thematic Synthesis Study for Transition in the East Alliance countries Georgia, Lao PDR, Sri Lanka, Tajikistan, Vietnam*. Carnegie Consult, 2015.
7. *Opening doors and unlocking potential. Key lessons from an evaluation of support for Policy Influencing, Lobbying and Advocacy (PILA)*. IOB, 2015
8. *Evaluation of the Trade Union Cofinancing Programme 2013-2016* (available May 2016).

Annex 3   Overview of MFS II consortia

	Lead agency	Consortium	Co-Applicants
1	ZOA	Dutch Consortium for Rehabilitation	CARE Nederland; Healthnet TPO; Save the Children Nederland
2	Plan Nederland	Child Rights Alliance	Child helpline international; Defence for children international/ECPAT Netherlands; Free Voice; International child development initiatives; Women Win
3	Oxfam Novib	IMPACT	Centre for Research on Multinational Corporations (SOMO); onepercentclub; Butterfly works; Himilo relief and development association (HIRDA)
4	IKV Pax Christi	Freedom from Fear	Amnesty International the Netherlands; European Centre for Conflict Prevention; Press Now
5	Cordaid	Samen voor Verandering – Communities of Change	Mensen met een Missie; IKV Pax Christi; Impunity Watch; WEMOS; Netherlands Red Cross; Both Ends
6	War Child	Connect Now	Child helpline international
7	Medisch Comité Nederland – Vietnam (MCNV)	Transition in the East Alliance	Global initiative on psychiatry; WorldGranny
8	Both Ends	Fair Green and Global Alliance	Clean Clothes Campaign; Friends of the Earth Netherlands; ActionAid Nederland; Centre for Research on Multinational Corporations (SOMO; Transnational Institute
9	WPF	SRHR Alliance	AMREF; Choice; Dance4Life; Rutgers Nisso Groep; SIMAVI
10	IICD	Connect4change	AKVO; Cordaid; Edukans; ICCO
11	Terre des Hommes	Kind en Ontwikkeling (Child and Development)	Liliane Fonds; Kinderpostzegels Nederland
12	Woord en Daad	Woord en Daad & Red een Kind Alliance	Red een Kind
13	HIVOS	Hivos Alliantie	IUCN NL; Mama Cash; Press Now
14	SPARK	United Entrepreneurship Coalition	Business in Development (BiD) network
15	SIMAVI	WASH Alliance	AKVO; AMREF; ICCO; Rainwater Harvesting Implementation

			Network (RAIN); WASTE
16	Netherlands Red Cross	Disaster Risk Reduction & Climate Change Adaptation Alliance	CARE Nederland; Cordaid; Red Cross / Red Crescent Climate Centre; Wetlands international
17	ICCO	ICCO Alliance	Edukans; PKN/Kerkinactie; Prisma; SharePeople; Yente; ZZg
18	International Child Support	Together4Change	Wilde Ganzen / IKON; Wereldkinderen; Nederlandse vrienden der SOS Kinderdorpen
19	Connect International	Water, Energy & Food Alliance (WEFA)	FACT foundation; Rural Energy Services
20	Free Voice	Press Freedom 2.0	Mensen met een missie; European Partnership for Democracy (EPD); European Journalism Center; World Press Photo

Source: Report of the MSF II External Committee, Annex 2. 29 October 2010.

Annex 4   Priority themes in MFS II

Themes	Priority in 20 consortia
Education	**7**
Health	**14**
• primary health care	6
• HIV/Aids	5
• sexual and reproductive health	2
• food and nutrition	1
Water and sanitation	**6**
Government and civil society	**29**
• civil society development	2
• democratisation	6
• good governance	6
• equal rights women and men	1
• human rights and citizenship	5
• children rights	5
• policy influencing as theme	2
• press freedom	1
• conflict transformation / post-conflict	1
Fragile states	**2**
Refugees and migrants	**1**
Sustainable economic development & entrepreneurship	**11**
Climate / Environment	**1**
Energy	**-**
Livelihoods & ecosystems	**-**
Sport & Culture	**1**
Multisector / Cross-cutting	**7**
• gender	1
• children	5
• security	1
Agriculture	**-**

Source: Report of the MFS II External Committee, Annex 4, 29 October 2010.

Annex 5 Order on Periodic Evaluation and Policy Information (RPE) policy review

The ToR of a policy review combine subjects addressed in a regular IOB evaluation with elements and evaluation questions required by the RPE (RPE 2014, article 3 and explanatory notes). The ToR of a policy review must therefore include the following seven elements and 15 evaluation questions.

1. Identification of the policy areas to be reviewed.
   a. Which article or articles or parts thereof will the policy review address?
   b. Where applicable: when will the remaining articles or parts thereof be reviewed?

2. Reasons for pursuing the policy and envisaged objectives.
   a. What was the reason leading to the formulation of the policy? Is this reason still applicable?
   b. What is the responsibility of central government? (Why should the government play a role?)

3. A description of the policy area and related expenditure.
   a. What is the nature of the instruments to be used, and are they coherent?
   b. What expenditure will the policy entail, including costs in other fields and for other parties?
   c. How is expenditure underpinned? How does expenditure relate to the components volume/use and prices/tariffs?

4. An overview of previous studies of effectiveness and efficiency and reasons for deciding on the evaluation programme.
   a. What evaluations (including sources) have been carried out, and how and why was policy evaluated?
   b. What policy components have not yet been evaluated? Including reasons why the effectiveness and efficiency of policy can or cannot be evaluated in the future.
   c. To what extent will the research material to hand enable conclusions to be reached about the effectiveness and efficiency of the policy area?

5. The effects of the policy pursued and an analysis and assessment of its effectiveness and efficiency, i.e. coherence of all instruments and, where relevant, the effects of policy on economic growth and the administrative burden.[12]

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[12] 'Effectiveness of policy: the degree to which policy objectives are achieved using the instruments evaluated. Efficiency of policy: the relationship between the effects and costs of policy.' Source: RPE 2014.

      a. Have policy objectives been achieved?

      b. How effective was policy? Were there positive and/or negative side effects?

      c. How efficient was policy?

6   A consideration of the measures that can be taken to improve the effectiveness and efficiency of policy.

What measures may be taken to improve the effectiveness and efficiency of policy?

7   Description of policy options if significantly fewer funds (20%) are available.

      a. What policy options are feasible if significantly fewer funds are available (i.e. around 20% of the funds under the policy article/articles)?

Annex 6   Evaluation matrix

	Question	Source	Method
RPE: MFS II, SNV, TUCP	**Questions 1-3:** Policy reconstruction: motivation, objectives, implementation, expenditure	• ministry policy documents • Dutch NGO grant applications • application assessments • annual reports • ministry & Dutch NGO staff • references on role CS	• desk study • in-depth interviews with ministry & Dutch NGO staff
	Question 4: Effectiveness Efficiency	• evaluation reports (Annex 2) • country reports and technical papers from MFS II evaluations • annual reports • Dutch NGOs' financial records • ministry & Dutch NGO staff	• desk study • in-depth interviews with ministry & Dutch NGO staff
	Question 5: Explanatory factors	• evaluation reports (Annex 2) • country reports and technical papers from MFS II evaluations • Dutch NGOs' end of programme reports	• desk study
	Question 6: Lessons		• analysis and synthesis • verification interviews
Channel	**Question 7:** Reach	• Dutch NGOs' annual reports • Koch report	• desk study
	Question 8: Dutch NGOs' expertise	• ministry, Dutch NGO & Southern NGO policy proposals	• perception study: internet survey of Dutch & Southern NGOs • verification: in-depth interviews with Dutch & Southern NGOs & Dutch researchers
	Question 9: a) Relation Dutch NGOs - Southern NGOs	• ministry, Dutch NGO & Southern NGO policy proposals	• perception study: internet survey of Dutch & Southern NGOs • verification: in-depth interviews with Dutch & Southern NGOs & Dutch researchers

Questions parliament	**Question 10:** Consequences of budget cuts	• desk study (Piramide, IM Dashboard) • Dutch NGOs' annual plans and reports • financial overview budget cuts Dutch NGOs with implications for Southern NGOs • Southern NGOs' annual budgets	• desk study • interviews with Dutch NGOs • collecting Southern NGOs' financial data

Annex 7 Assessing effectiveness

Figure A7.1 presents a generic results chain, in which the Southern NGO (SNGO) takes a central position. We realise that in many cases the aid chain may be organised differently; for example because the Dutch NGO cooperates with a governmental organisation, or with a number of SNGOs, or conducts the programme itself without involvement of a Southern NGO.

IOB distinguishes the following broad result areas:
- Dutch support provided (inputs);
- changes in capacity of SNGO (or alliance) (outcome Dutch NGO (5 core capabilities) (See figure A7.2);
- outputs SNGO (or alliance) (outputs);
- changes in access to services for poor people (outcome Southern NGO);
- changes within civil society (outcome Southern NGO) (See box A7.1);
- changes within coalitions for conducting lobby and advocacy (outcome Southern NGO);
- changes in poor people's living conditions (impact). This part will be organised according to the MDGs;
- changes in living conditions at community level (impact);
- changes in policy of government or private sector (impact) (See figure A7.3).

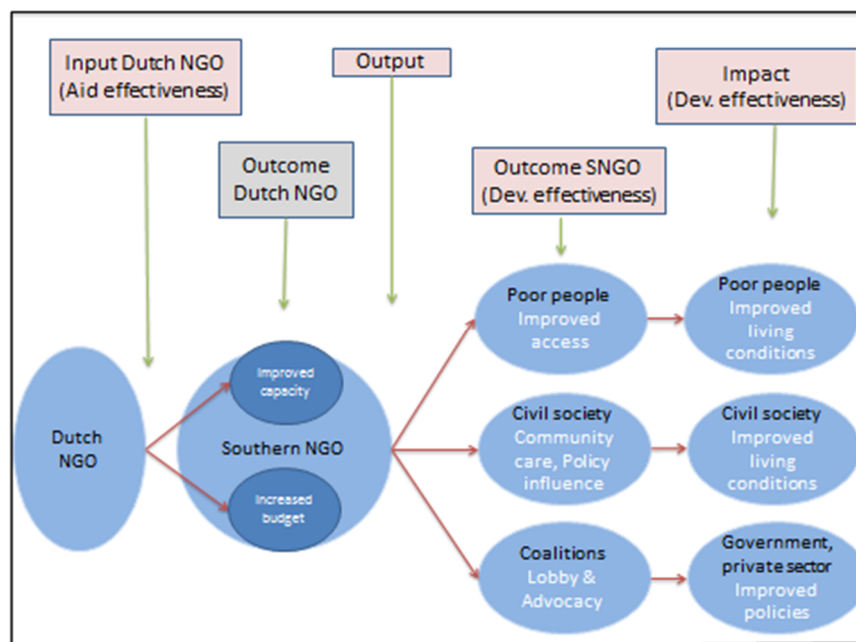**Figure A7.1 Generic MDG result chain policy objective 3.3**

Figure A7.2 represents the framework for assessing capacity development with the 5C framework. The evaluation takes the position that organisations and the system in which they operate are open systems that function in and respond to complex environments. It assumes that organisations are embedded in wider systems that transcend geographical levels (local, national and global). The evaluation also takes the position that capacity development of NGOs and civil society is a non-linear, endogenous process – that is, relates to the way organisations take responsibility for themselves – rather than something that results from outside support. Some of the implications for the evaluation are, for example, that external factors need to be taken into consideration and that support will be discussed from the perspective that capacity development originates from within the organisation.

Figure A7.2   The five core capabilities (5Cs)
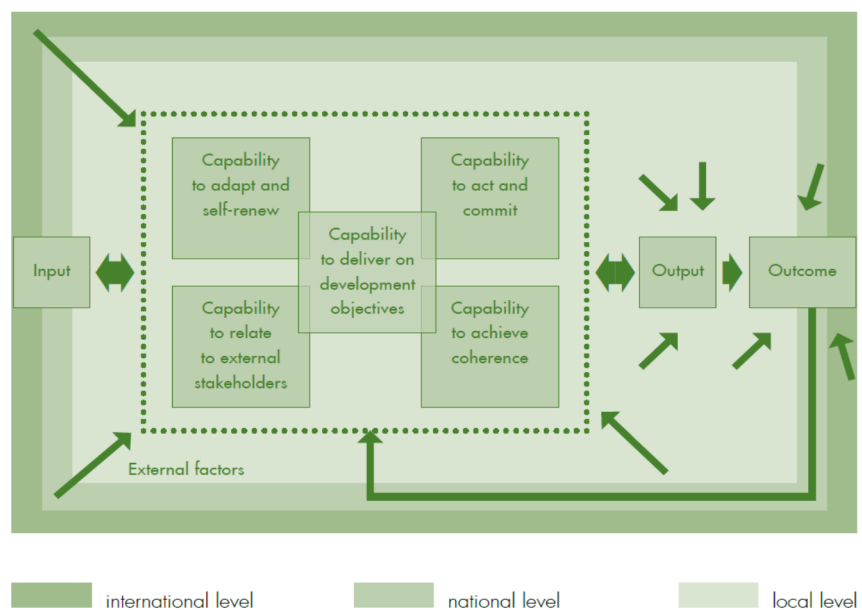
Source: IOB, 2011.

Box A7.1 provides the indicators that were used in the MFS II evaluations for assessing the effectiveness of Dutch support to strengthening civil society.

Box A7.1   Civil Society Index for measuring change applied in MFS II evaluations

The 2008 Civil Society Index distinguishes five dimensions: civic engagement, level of organisation, practice of values, perception of impact and external environment.

Civic Engagement or 'active citizenship' is a crucial factor in defining civil society. It is the hub of civil society and therefore one of the core components of the CSI. Civic engagement describes individuals' participation and the formal and informal activities they undertake to advance shared interests at different levels. Participation within civil society is multi-faceted and encompasses socially-based and politically-based forms of engagement.

Level of Organisation. This dimension assesses the organisational development, complexity and sophistication of civil society, by examining the relationships between the various actors within the civil society arena.

Practice of Values. This dimension assesses the internal practice of values within the civil society arena. CIVICUS identified some key values that are deemed crucial to gauge not only progressiveness but also the extent to which civil society's practices are coherent with their ideals.

Perception of Impact. This is about the perceived impact of civil society actors on politics and society as a whole as a consequence of collective action. It takes into account the perceptions of actors both within and outside civil society.

External Environment. It is crucial to give consideration to the social, political and economic environment since it affects civil society both directly and indirectly. Some features of the environment may enable the growth of civil society, while others may hamper it. Elements of the external environment identified in the CSI are socio-economic context, socio-political context, and the socio-cultural context.

Source: CIVICUS Civil Society Index. Included by the Ministry in its evaluation protocol for MFS II.

Figure A7.3 illustrates the six levels for assessing the results of policy influencing.

Figure A7.3   Six results levels of policy influencing

Public accountability

Results

Implementation

Decission

Debate

Agenda setting