



DANISH ORGANISATIONS' CROSS-CUTTING MONITORING OF THE IMPLEMENTATION OF THE CIVIL SOCIETY STRATEGY IN 2009

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Summary

The Civil Society Strategy (launched in an updated version in 2008) establishes that '*The long-term overarching objective of Danish civil society support is to contribute to the development of a strong, independent and diversified civil society in developing countries*' and highlights how '*civil society actors contribute to promoting people's right to organise, express views and formulate demands and expectations to public authorities and other actors. This is an important prerequisite for long-term poverty reduction and promotion of democratisation, and also creates both inclusiveness and cohesion in society.*'

This report is, also in an international context, based on a new approach whereby the progress made in relation to implementing the Civil Society Strategy is evaluated in light of the qualitative reporting by Danish organisations on a number of the Strategy's overarching goals. This new qualitative methodology was selected because of the difficulty in measuring the Strategy's goals. Increased democracy, legitimacy, influence and diversity are processes that cannot be measured and quantified. By applying this methodology, the Ministry of Foreign Affairs of Denmark has taken a new direction in reporting on its work within different policy areas, and it will now be possible to monitor the overarching trends in achieving the strategic goals of the Strategy. The key question in the reporting process was:

- To what extent have the Danish organisations, through their partners or in other ways, contributed to the development of a strong, independent and diversified civil society in developing countries?

The reporting by organisations was undertaken on the basis of a set of guidelines for reporting as well as a catalogue for inspiration. From a total of 20 questions, the grant recipients selected on which areas they wished to focus in their responses. However, two questions were obligatory for the majority of recipients to answer. In total, 237 responses were received from 51 organisations, as a result of which the present report is based on reporting done in relation to all grants active in 2009. Many of the responses are characterised by reflection on best practices and challenges, and a number of reports also identify innovative methods and results.

The report demonstrates how civil society organisations in developing countries supported by their Danish partners provide space and opportunity for realising the Strategy's goals and objectives. Cooperation takes place with many different types of partner organisations; the interventions and activities are carried out within or across a multitude of sectors and themes; and a large number of methods and strategies are used to achieve the objectives in the partnerships.

Within the Civil Society Strategy's nine goals, this report comprises four themes in the work carried out by Danish organisations to provide support to civil society development in developing countries:

- I. Rights-based development assistance, advocacy work, and a vibrant and open debate
- II. Harmonisation and effectiveness of development aid (The Paris Declaration and Accra Agenda for Action)
- III. Partnership and a representative, legitimate and locally based civil society
- IV. Capacity development of civil society organisations in developing countries

The organisations also had the opportunity to report on a fifth theme concerning fragile states and situations. However, as very few responses were submitted within this theme, it was omitted from this report. Similarly, it was not possible to draw any firm conclusions about the contributions made by Danish organisations to improve the framework conditions for civil society in the developing countries as only minor reference was made to this in the responses.

Summary of the four themes

Rights-based development assistance, advocacy work, and a vibrant and open debate

Many Danish organisations and their partners adopt a rights-based approach in their work, with particular focus on strengthening awareness among vulnerable groups of their rights and enabling them to exercise these rights. In addition, advocacy work is used both to ensure that public authorities meet their obligations, which includes ensuring increased access to services, and also to bring

about political change at local and national level. There are surprisingly few responses within the sub-topics 'human rights' and 'a vibrant debate'. It could be beneficial to ensure a better coverage of these sub-topics in next year's reporting process.

Harmonisation and effectiveness of development aid

The report shows that ownership is not always achievable, as the partners are subject to restrictive framework conditions and often must operate under difficult political conditions. However, it is clear that ownership is not a static condition, but a dynamic relation that is continuously fostered in the day-to-day activity. Appropriate structures provide a good framework for enabling ownership to be fostered and given space for expression. In particular, larger Danish organisations have worked to ensure greater coordination and harmonisation, and it is evident from the responses that harmonisation is not easy to achieve, as each actor comes with their own development policy priorities and administrative systems.

Partnership and a representative, legitimate and locally based civil society

The Danish organisations describe how the specific project cooperation provides the framework for a mutual and active partnership, where the partner is ensured influence, and effort is made to ensure an equitable relationship in the cooperation. Danish organisations contribute added value, especially in areas where there is an overlap in the fields of activity of the Danish organisation and the partner, and where the common practice may act as a powerful stepping stone for being able to inspire, share and learn. Furthermore, the report illustrates the breadth of a locally based, representative and diversified civil society in developing countries. A correlation is seen between an active and results oriented protection and promotion of interests on behalf of the members and target groups and the popular foundation. There is a distinct tendency to use joint platforms such as umbrella organisations, networks and alliances to underpin broader legitimacy and political clout.

Capacity development of civil society organisations in developing countries

This has been integrated as a fixed element in the support provided by Danish organisations for partner organisations in developing countries, incorporating initiatives that combined cover a broader spectrum. Whilst many use courses and other forms of training, support is also given towards developing more effective systems. Apparently, there is no systematic use of capacity analyses as a basis for providing support to capacity development. There seems to be a need for greater harmonisation of the support to capacity development. Many of the partners in developing countries receive support to capacity development from several donors, but if this capacity development is not planned in coordination and viewed from a holistic perspective, it may reduce the effects.

The role of Danish organisations

The Civil Society Strategy highlights a number of areas where Danish organisations are able to create value in the support to developing strong and diverse civil societies in developing countries. The cross-cutting reporting demonstrates how the Danish organisations contribute to promoting greater diversity in developing countries and how the cooperation with a very wide circle of partners makes it possible to reach marginalised groups. In addition, there is extensive material on how civil society organisations support the rights of poor people. The material also contains a number of examples of how Danish organisations contribute professionally to the development work of their partners as well as examples of how the partnerships provided access to broader international and global agendas.

Across the four themes and 237 responses, three cross-cutting challenges could be identified for the future work on implementing the Civil Society Strategy:

- Partnerships between civil society organisations in Denmark and in developing countries frequently take their point of departure in the implementation of a number of specific activities organised in one or more 'projects'. This focus on projects may act as a restrictive framework and push dialogue on values in the development work, organisational development and broader strategic objectives into the background in favour of reporting on project-specific indicators, disbursements of grants, etc. *It could be useful to create more scope for highlighting and discussing these broader objectives, for example in partnership agreements, by formulating application and reporting formats as well as in the ongoing dialogue between the parties.*
- The present report relates to grants channelled through Danish organisations to their partners among civil society organisations in developing countries. It is therefore natural that the role of the Danish organisations features prominently in the responses. *Partner organisations in developing countries could profitably acquire a more prominent role in the Ministry of Foreign Affairs' administration of funds from the Danish NGO Appropriation Act. This would provide a more comprehensive picture of how this support contributes to "a strong, independent and diversified civil society in developing countries".*
- In the efforts on implementing the Civil Society Strategy, many different methods and interpretations are applied, for example in relation to advocacy work and capacity development. When a multitude of organisations in Denmark and developing countries apply the same concepts, the task is often approached in different ways – all depending on the distinctiveness of the individual organisation as well as the conditions prevailing in the particular country. *Profitably, greater efforts could be made to ensure a broader common denominator across the organisations with respect to understanding the Strategy's core concepts. This could also serve as a basis for more effective sharing of best practices and thus contribute to achieving better results.*

Introduction

1. Background and objective

In December 2008, the Minister for Development Cooperation launched the updated Strategy for Danish Support to Civil Society in Developing Countries (The Civil Society Strategy). The Strategy establishes that *'The long-term overarching objective of Danish civil society support is to contribute to the development of a strong, independent and diversified civil society in developing countries' and highlights how 'civil society actors contribute to promoting people's right to organise, express views and formulate demands and expectations to public authorities and other actors. This is an important prerequisite for long-term poverty reduction and promotion of democratisation, and also creates both inclusiveness and cohesion in society.'*

The Civil Society Strategy comprises nine strategic goals:

1. Promotion of a vibrant and open debate nationally and internationally
2. Promotion of a representative, legitimate and locally based civil society
3. Promotion of capacity development, advocacy work and networking opportunities
4. Promotion of focus on rights
5. Promotion of flexible and relevant interventions in fragile states and situations
6. Promotion of civil society support in Danish bilateral and multilateral assistance
7. Involvement of Danish civil society organisations in development assistance
8. Collaboration with other stakeholders, including the business community
9. Focus on goals and results

This report is, also in an international context, based on a new methodology, where the progress made in relation to implementing the Civil Society Strategy is assessed on the basis of the qualitative reporting done by Danish organisations on a number of the Strategy's overarching objectives. The qualitative methodology was chosen because of the difficulty in measuring the Strategy's objectives. Increased democracy, legitimacy, influence and diversity are processes that cannot be measured and quantified. In addition, the qualitative methodology provides a more accurate reflection of the great diversity that characterises the civil society support channelled through the Danish organisations. With this methodology, the Ministry of Foreign Affairs has taken a new direction in how it reports on its work within different policy areas. Consequently, an important part of this year's report was to gain experience in using this new tool in order to be able to improve the reporting process in the coming years (see section 1.3).

The objective of the report was to map how Danish organisations work to implement goals 1-5 of the Civil Society Strategy. Furthermore, the report reflects the action being taken to achieve goal 9.

Since 2000, the support to developing a strong civil society has taken the form of numerous focus areas in Danish development assistance. However, the report does not cover civil society-related activities in, for example, official bilateral or multilateral assistance or funding provided through the Local Grant Authority of Danish Embassies in countries with Danish Missions. Therefore, the present report only covers a proportion of the total Danish effort.

Until now, the Danish support to civil society has been monitored and measured through annual reports submitted by Danish organisations to the Ministry of Foreign Affairs on specific programmes and grants. With the present report, it is now possible to monitor the overarching trends in achieving the strategic goals of the Strategy – across organisations, programmes and activities. The key question in the report was:

- To what extent have the Danish organisations, through their partners or in other ways, contributed to the development of a strong, independent and diversified civil society in the developing countries?

On the basis of the Civil Society Strategy's nine strategic goals, the Ministry of Foreign Affairs, in close collaboration with the Danish organisations, selected five themes through which to shed light on this question:

- I. Rights-based development assistance, advocacy work, and a vibrant and open debate
- II. Harmonisation and effectiveness of development aid (Paris Declaration and Accra Agenda for Action)
- III. Partnership and a representative, legitimate and locally based civil society
- IV. Capacity development of civil society organisations in developing countries
- V. Fragile states and situations

2. Data

The reporting by the organisations was done on the basis of a set of guidelines for reporting and a catalogue for inspiration drawn up by the Ministry of Foreign Affairs in 2009-2010 in collaboration with the organisations. Out of a total of 20 questions (Annex 2), the grant recipients themselves chose on which areas they wished to focus their responses. However, for the majority of organisations two questions were obligatory. The number of questions, which each organisation was required to answer, depended on the scope and nature of the respective agreement between the organisation and the Ministry of Foreign Affairs.

In total, 237 responses were received from 51 organisations. It was quite satisfactory to note that participation in the reporting process was very high, to the extent that the present report is based on reports submitted on all grants active in 2009. Similarly, many of the responses are characterised by reflection on best practices and challenges, which allows the Ministry of Foreign Affairs together with the organisations to identify areas where there is a need for intensified efforts. A number of the reports also identify innovative methods and results that may inspire colleagues working in the same field. Lastly, it was positive that the organisations submitted their responses within the agreed time frames, despite being presented with a new task and short deadlines.

The table below shows the distribution of the responses by theme:

Theme	1. Rights-based development assistance, advocacy work, and a vibrant and open debate	2. Harmonisation and effectiveness of development aid	3. Partnership and a representative, legitimate and locally based civil society	4. Capacity development	5. Fragile states and situations	Total
Number of responses	66	51	72	43	5	237
Per cent	28	22	30	18	2	100

Two observations immediately could be made:

- Out of a total of 237 responses received, the participating organisations only submitted five responses relating to the theme 'Fragile states and situations'.
- The nature of the responses does not allow for an assessment of how the Danish organisations perceive their contribution to improving framework conditions for civil society in developing countries.

Consequently, in the subsequent analysis, it was not possible to address these questions. However, it is important to emphasise that many Danish organisations are active in fragile states and situations. In a number of instances, these activities are financed by support from the Ministry of Foreign Affairs' humanitarian funds and thus fall outside the scope of this report. In addition, the chosen reporting methodology entails that the respective organisations were able to choose which of the 20 questions and the

five themes to respond to. Thus, a low number of responses should not be taken as an expression that the theme 'fragile states and situations' is not an important component of the organisation's total activities (see also the conclusions in Chapter 6 concerning follow-up on this issue).

The Ministry of Foreign Affairs as well as the Danish organisations expected the material would reveal how Danish organisations, either together with partners or in other ways, work to improve framework conditions for civil society (an issue that cuts across the five selected themes), even though no actual question on this issue was formulated. This expectation, however, was not met.

A rough count shows that the majority of the examples used by the organisations their responses are located in Africa, especially in Uganda, Tanzania and Mozambique. There are more than twice as many examples from Africa as from Asia, and four times as many as from Latin America. Thus, the responses overall reflect the pattern of distribution of grants to the Danish organisations (Annex 7).

3. Methodology and best practices

The qualitative methodology based on self-reporting means firstly that no quantitative targets were specified in this report regarding the scope and nature of the initiatives. For example, it was not the intention of this report to account for the number of people who have benefited from the projects and programmes implemented. Nor is it possible to provide figures regarding what percentage of the implemented activities that involve one or more of the different thematic areas (for example, advocacy work and capacity development). Secondly, the methodology applied allowed the participating organisations to choose examples from their own activities, so that the report illustrates initiatives and interventions, which for the individual organisation highlight relevant best practices and challenges. It must be emphasised that each recipient of grants from the Ministry of Foreign Affairs is also required to submit annual reports on the progress of their work. Here, more precise figures regarding specific results in relation to the awarded grant(s) are found.

The freedom of choice regarding which questions the organisations have answered (besides the 1-2 obligatory questions) resulted, as mentioned, in a certain unevenness in the distribution of responses: Whilst numerous responses was received within some fields, the data are sparse in other areas. It is important to emphasise that when only few responses on a particular question was received, this does not provide basis for concluding that the Danish organisations do not devote focus to this issue. It was precisely not the intention that the responses should be evenly distributed across the five themes and 20 questions. Each organisation selected which questions to answer – partly based on the availability of material that was suitable for this year's reporting.

The chosen methodology was expected to provide a comprehensive, cross-cutting picture of results and trends within the particular grant year. However, it must be noted that the majority of responses are formulated in more general terms and cover processes and results that are not narrowly confined to a specific calendar year. This is probably primarily due to the fact that the organisations have chosen to provide a broader picture of their support to civil society development, as this is the first time this reporting methodology was used.

The present report constitutes a pilot initiative, in the sense that the Ministry of Foreign Affairs not previously has implemented a similar cross-cutting monitoring of the implementation of the Civil Society Strategy. The Ministry of Foreign Affairs wished to gain experience in using this qualitative and web-based reporting methodology with a view to further developing it in the years ahead. Therefore, on the basis of the present report, the Danish organisations will be invited to engage in a renewed dialogue on how the reporting methodology may be improved.

4. The role of Danish organisations

4.1. The goals of the Strategy

The Ministry of Foreign Affairs' provision of financial support through Danish organisations constitutes a weighty contribution to civil society development in developing countries. However, it is important to maintain that the role of Danish organisations does not confine itself to transfers of funds.

The Civil Society Strategy sets out a number of expectations on the participation of Danish civil society organisations in the development cooperation and presents areas where the organisations are able to create added value in partnerships with organisations in developing countries:

- Professionally: The Danish organisation contributes to promoting professional knowledge and insights useful for the partner's development activities.
- Popular contacts and information: The partnership contributes to strengthening popular contacts between members, support base and local communities in Denmark and in developing countries, and it ensures that information campaigns about the partner's activities are conducted.
- International agendas: Cooperation with the Danish organisation offers the partner better opportunities to link their work and experience to broader international and global agendas, partly through access to international networks.
- Rights: The Danish organisation is able to transfer knowledge about fundamental rights within its area of work and how they are used in practice.
- Protection: Contact to a Danish partner may be a shield against attack and pressure from the state and politicians.
- Diversity: The diversity of Danish organisations contributes to greater diversity in developing countries, thus ensuring that a number of marginalised groups are reached.

In the following sections it will be evident how Danish organisations are active in different ways in a number of the above areas.

4.2. Summary of the evolution of grants

Annexes 4-8 include tables showing the evolution of grants awarded by the Ministry of Foreign Affairs to Danish organisations. As shown, the period 2007-2009 is characterised by relatively few changes. As a result, projects and programmes in Africa account for a little more than half of the total funding from the Danish NGO Appropriation Act, whilst the framework agreements with the six largest Danish organisations account for approximately 55 per cent of the total funds disbursed. At the same time, the distribution of grants to countries that fall within the scope of programme cooperation concerning official bilateral assistance shows a fall from around 45 per cent in 2007 to around 38 per cent in 2009.

Theme 1: Rights-based development assistance, advocacy work, and a vibrant and open debate

1. Introduction

One of the strategic goals in the Civil Society Strategy is to promote focus on human rights. In practice, this comprises support to organisations that work to implement international human rights conventions and declarations, inform about rights, document violations, assist victims and fight against impunity cultures, as well as support to organisations working to reduce poverty through a rights-based approach.

The Civil Society Strategy also places emphasis on strengthening the capacity of organisations to carry out advocacy work and information campaigns, thus enhancing their ability to actively and critically engage in dialogue with public authorities. In addition, the Strategy emphasises the importance of participating in national, regional and international networks with other civil society organisations in order to ensure more effective interventions and better impact.

Lastly, one of the Civil Society Strategy's goals is to promote a vibrant and open debate at both national and international level. The initiatives and interventions in this field could, for example, contribute to ensuring that marginalised groups are given a voice or to generating debate about democracy and rights.

In the report, light is shed on these three areas through questions regarding:

- The **capacity** to employ a rights-based approach in the efforts to reduce poverty and reach vulnerable groups
- The work to ensure that **human rights** are respected in developing countries
- The target group's **access to services**
- How strengthened advocacy work and networks may contribute to increasing **potential for change**
- Active participation and **influence on areas of policy**
- Influence on the **public debate** in order to improve the situation of vulnerable groups.

In total, 66 responses were received on the six questions posed on the theme. Most organisations chose to answer questions regarding access to services, influence on areas of policy, and capacity.

2. Summary of responses

2.1. Capacity

The organisations were asked to what extent the capacity of partners and target groups to employ a rights-based approach in their activities has increased with respect to reducing poverty and vulnerability and reaching vulnerable groups.

Several Danish organisations report that they have increased their partners' capacity to strengthen awareness among vulnerable groups of their rights. This is described by **Caritas Denmark, 3F, Care Denmark, ActionAid Denmark and Disabled Peoples Organisations Denmark**. The tools used by partners for achieving this were particularly education and information about rights.



Several partner organisations endeavour to strengthen awareness among vulnerable groups of their rights. Here, a girl in a small village in Nepal participates in a meeting, where local women learn about their rights (photo: Mikkel Østergaard/Danida)

Several partners also provide training to vulnerable groups in order to enable them to exercise these rights. Among others, the **WWF World Wide Fund for Nature Denmark** and its partners engaged in efforts to increase awareness among local communities about management of forest resources in Uganda. Here, it is a legal requirement that local communities organise themselves and register as community based organisations in order to be able to enter into partnership agreements on managing forest resources with the government. The efforts resulted in the establishment of seven official community based organisations having received training that helped to increase their capacity to negotiate on access to the resources, rights and responsibilities. Five partnership agreements were signed, which considerably enhanced the access of poor groups to the forest resources.

In the efforts to enhance awareness among vulnerable groups of their rights, it may initially be necessary to organise the groups. This is described by, among others, **Caritas Denmark** that engages in efforts to organise Indian women into self-help groups.

Several Danish organisations report that they have strengthened their partners' capacity to engage in strategic advocacy work in relation to public institutions, in order to ensure that these institutions meet their obligations in relation to vulnerable groups and thus to a greater degree ensure that the rights of these groups are respected. This comprises, among other things, the ability of the partners to engage in dialogue with or to challenge public institutions. For example, an interesting approach is seen in the response of **Save the Children Denmark**, in which the partners' capacity was increased with the aim of enabling them to enhance the capacity of public institutions. This is, thus, an alternative approach to influencing public institutions. However, this is rarely the primary objective of the initiatives and interventions carried out by the organisations.

In addition, strategic advocacy work comprises monitoring programmes and budgets of public institutions or collaboration with other actors. Several partners monitor either themselves or train the target group in how to carry out monitoring – with positive results being achieved. This is illustrated by, for example, **ActionAid Denmark**, whose partner in Uganda conducted dialogue meetings and engaged in radio, theatre and training activities with the aim of strengthening marginalised groups. This led to 35 cases on corruption (corresponding to a figure of around DKK 2.8 million) being reported and three high-ranking officials being arrested and suspended.

2.2. Human rights

Here, the organisations were asked to what extent their support has enabled the partners to contribute to ensuring that human rights standards are respected, particularly in relation to vulnerable groups.

The relatively few responses that were received in particular highlight how the partners of Danish organisations have contributed to ensuring that governments adopted national policies that promote respect for human rights or ratification of human rights conventions. One example of this is described by **Disabled Peoples Organisations Denmark**, which contributed to the capacity building of a steering committee comprising members from governments and civil societies in five African countries. Their work contributed to the launch of a national government programme in Rwanda in 2009 aimed at improving the situation of people with disabilities.

2.3. Access to services

Here, the respondents were asked to what extent the Danish organisation's support has led the partners to improve access of the target groups to services and resources from the public sector or from other actors.

A number of Danish organisations have supported partners which, through advocacy work targeted at public institutions, endeavoured to secure increased public resources for provision of services to poor and vulnerable groups. In a couple of examples, the organisations engaged in advocacy work at national level, but in most cases the advocacy work was targeted at local authorities with the aim of securing increased resources to vulnerable groups at local level. An example of such activity is provided by the **International Medical Cooperation Committee**, which supports a Bolivian association that, among other things, engages in efforts to include traditional practices in the official health system. This resulted in the local authorities supporting capacity development of traditional medical practitioners, which increased the access of the rural population to health services in the form of more patient referrals. In addition, the organisation worked on building the local partner's capacity to, for example, speak on behalf of the marginalised indigenous population in fora where the distribution of services is planned.

Another approach to improving the access of poor and vulnerable groups to services is to engage in efforts to increase access to existing services. This may be done by working for changes to administrative guidelines or processes. However, more often the Danish organisations report that the partners are endeavouring to address practical aspects that restrict access, in particular by organising vulnerable groups. Among others, **Caritas Denmark** and its partners in Uganda contributed to improving access to governmental advice on farming for the poorest farmers. As a result of a requirement by the Ugandan government's national agricultural agency, Caritas Denmark and the partners worked to organise small scale farmers into larger groups thereby enabling them to access state services and resources. At the same time, the national agricultural agency hired some of the farmer groups as service providers, as a result of which they switched from simply being consumers of services to also being providers of these services.

2.4. Potential for change

This question concerns to what extent the Danish organisation's support has resulted in the strengthening of the partner and the target groups' advocacy work and network with regard to bringing about political change at national and local level, influencing legislation or the passing of already existing legislation as well as the distribution and use of public assistance.

Several Danish organisations report that they have increased their partners' capacity to engage in advocacy work in relation to public institutions in order to bring about political changes at both national and local level. This comprises, for example, contributions to developing and formulating policies as well as influencing legislation and distribution of public resources. **The LO/FTF Council** reports about its Indian partner, which switched from carrying out advocacy work at local level to national level. The work focused on ensuring the adoption and enforcement of a bill that aims to build up a social security net for around 400 million non-organised workers employed in the informal economy.

In addition, a number of organisations report that their partners have increased and strengthened their networks with the aim of bringing about political change. The participation of the partners in networks or collective movements often produces good results.

That it may be relevant to adopt a broad approach and include both local and national organisations is described by **ActionAid Denmark**, which strengthened the capacity of its partners in Nepal to engage in advocacy work aimed at securing land rights for former debt slaves. The partners included smaller organisations with local knowledge as well as larger organisations with the capacity to carry out advocacy work at national level, in fora where decisions regarding land rights were taken.

2.5. Influence on areas of policy

Here, the Danish organisations were asked to what extent their support has contributed to ensuring that partners and target groups participate actively and exercise influence on public, political and cultural decision-making processes at both national and local level.

A number of organisations report that their partners have contributed to developing and formulating political proposals or influencing legislation in another way. An example is provided by **Save the Children Denmark**, whose partners in Bangladesh advocated for, and provided technical support to, the formulation of a national policy on the eradication of child labour. In addition, the partners also trained officials, organised consultations with employers' associations and the International Labour Organisation, as well as contributed to ensuring that a working group could finalise the policy.

At a regional level, organisations also play a role in contributing to political proposals. As an example, the **LO/FTF Council** supported the East African confederation of trade unions, which coordinated and carried out extensive advocacy work targeted at the East African Community. Success was achieved in securing the inclusion of important paragraphs, for example concerning social security and employment, in the Common Market Protocol, which was signed by five East African countries in 2009.

Furthermore, several organisations describe how vulnerable groups were able to exert greater influence on their own development by participating in and influencing decision-making processes. An interesting approach was seen with **Save the Children Denmark's** partners in Bangladesh, who drew up a report for the United Nations Committee on the Rights of the Child on the basis of discussions, consultations and studies that comprise 12,225 children. Out of this process, a platform of children's organisations has arisen that monitors violence committed against children at societal level, enabling it to report to the government every six months and to the Committee every five years. In addition, the **Danish Red Cross** and **WWF World Wide Fund for Nature Denmark**, among others, established fora attended by representatives of both public authorities and the target group, which contributes to securing vulnerable groups increased influence on their own development.

2.6. Public debate

In order to shed light on the initiatives and interventions of organisations to promote a vibrant and open debate, the organisations were asked to what degree the public debate has been influenced by the efforts of the Danish organisation's partners, particularly in relation to promoting the needs of reaching vulnerable groups.

The few responses that were received predominantly describe that the partners contribute to the public debate by informing the population about their rights through radio programmes. An interesting approach to this is seen in **ADRA Denmark's** project in Malawi. Here, radio programmes and a popular TV series were used to bring about change and increase awareness of HIV and AIDS-related issues. The project contributed with new approaches and new knowledge about the use of media and communication in development cooperation, thus strengthening the partner's capacity in this area.



The Danish organisations often use radio when promoting the public debate in developing countries. The picture illustrates a man with a radio in Burkina Faso (photo: Thorsten Overgaard/Danida).

3. Trends

As illustrated above, a large proportion of the Danish organisations' partners employ a rights-based approach in their activities. In particular, they endeavour to increase the awareness of vulnerable groups about their rights and enable them to exercise these rights. In addition, several partners also engage in advocacy work in relation to public institutions, in an effort to ensure that these institutions meet their obligations to the population and in this way contribute to ensuring that the rights of vulnerable groups are respected. This also comprises the partners' efforts to secure increased public resources with the aim of improving the access of vulnerable groups to services.

Furthermore, the partners use advocacy work and networking in an effort to bring about political change at both national and local level. This primarily comprises contributions aimed at influencing legislation as well as the development and formulation of political proposals. To a certain extent, the partners also strengthened the capacity of vulnerable groups to participate in and influence decision-making processes.

The organisations, however, rarely document which specific competencies and methods the partner acquires in relation to strategic advocacy work, and therefore, it often is unclear whether the partner has formulated strategic plans for advocacy work, uses relevant advocacy tools, brings strong negotiating competencies into play or takes leadership of the processes.

It is difficult to outline trends in the areas of human rights and a vibrant and open debate, given the very few responses received within these areas. However, the organisations that provided input in these areas predominantly highlight that their partners contributed to the adoption of national policies that promote respect for human rights or to the ratification of human rights conventions, and that initiatives aimed at promoting public debate primarily take the form of information about rights.

In general terms, the responses submitted by the Danish organisations are in line with the Civil Society Strategy's objective within Theme 1. The organisations' responses primarily lie within the objective of the Strategy, but there are, however, sub-elements of the Strategy's objectives within these three areas that are more or less omitted in the responses. This does not necessarily mean that the Danish organisations do not devote focus to these areas, as described in Annex 1 on the methodology behind the current reporting format.

4. Challenges

- As human rights are both highlighted in the Civil Society Strategy and are central to Danish and international development cooperation, it is remarkable that only a few responses on this issue were submitted, for example concerning descriptions of the partners' judicial work in relation to human rights as well as the inclusion of other actors as important duty-bearers.
- There are few descriptions of the organisations' initiatives and interventions to promote a vibrant and open debate in developing countries, considering that this is one of the strategic goals in the Civil Society Strategy. As it is assumed that more organisations devote focus to achieving this goal than reflected by the number of responses, it would be interesting to have more light shed on this topic area in next year's reporting process.
- Similarly, there are not many specific descriptions of which competencies and methods the partners have acquired in order to strategically plan and carry out advocacy processes. In addition, very few organisations describe how their partners have engaged in efforts to link the experiences and issues of poor people to national and global agendas and campaigns or vice-versa. As the Danish organisations to a high degree report that their partners engage in advocacy work, it is interesting that these central components of advocacy work are scarcely touched upon.
- As expected, the responses reflect that different perceptions of the concept of advocacy work exist. Whilst this illustrates the diversity of the Danish organisations, it still could be relevant to examine the organisations' choice of instruments in order to identify to what extent the organisations' initiatives and interventions deviate significantly from each other and from the objectives of the Civil Society Strategy, or to what extent these interventions as a whole contribute to achieving the objectives in this area.

Theme 2: Harmonisation and effectiveness of development aid

1. Introduction

The Civil Society Strategy emphasises the importance that civil society organisations work with harmonisation and coordination of initiatives, use of and alignment with local systems, as well as local ownership and inclusion of target groups in the decision-making process in accordance with the Paris Declaration (The Paris Declaration from 2005 places particular emphasis on national ownership, harmonisation and alignment with the recipient country's strategies, plans and systems).

In parallel with the publication of the Civil Society Strategy, donors and partner countries at an international conference in September 2008 adopted the Accra Agenda for Action, which to a greater extent than the Paris Declaration involves civil society in development processes and recognises civil society organisations as independent development actors in their own right.

The questions focused on four areas and drew a total of 51 responses:

- **Alignment** which supports alignment to the partners' systems and processes
- **Local ownership** which ensures that partner organisations acquire ownership of the development interventions and initiatives
- **Harmonisation** and **contextual analysis**, in which actors use common formats and systems
- **Transparency** and **predictability** in the partnership (obligatory question)

2. Summary of responses

2.1. Alignment

The Danish organisations were asked about which initiatives, methods and tools they use to promote alignment with the systems and procedures of their partner organisations.

A large number of Danish organisations report in different ways that the partner's strategies are a key element of the cooperation. That alignment with the partner stretches beyond work plans, accounts and reports is evidenced by the example of **Danish Forestry Extension** in Mozambique, in which the organisation provides the partner a block grant of 10 per cent of the budget in order to underpin the cohesiveness of the organisation as a single organisational identity and not just a series of isolated projects. The goal is to promote greater independence and flexibility, so as to enable the partner to act independently and to a lesser degree be governed by the regard for funding mechanisms.

As a counter alternative to aligning oneself with the partner's strategy, other Danish organisations choose partners according to whether they match or are able to align themselves with the Danish organisation's strategy. **Save the Children Denmark** evaluates to what extent the potential partner's mission and vision match that of Save the Children Denmark, and **CARE Denmark** in Mozambique organised a joint formulation process for competing potential partners, in which each "applying" partner formulated its own component proposals, which subsequently formed the basis for selecting the final partners. Whilst this ensured a substantial strategic overlap, a reflection of the consequences for the organisations that were not selected could, on the other hand, prove instructive, taking into consideration that these organisations invested resources in vain.

Alignment presupposes adequate capacity on the part of the partner organisation, and if the partner does not have the capacity to develop and implement its own strategies, the Danish organisation often will offer assistance. However, there seems to be greater focus on the monitoring systems and capacity of the partner based around the requirements of a specific project than on establishing and aligning with the partner's existing management systems.

2.2. Local ownership

Increasing the partner's ownership of the development process as a prerequisite for sustainable development is a goal. Therefore, the organisations were asked which initiatives, methods and tools the Danish organisation has used to promote the partner organisation's ownership.

The conditions in the concrete situation – or in other words the context for an initiative – may seem to restrict the ability of partners to take ownership of development initiatives. **Agricultural Development Denmark Asia** states, for example, that in countries like Cambodia civil society is weak, and this hampers the partnership approach and the building up of local ownership. Whilst self-help groups could implement parts of projects, it is not possible to establish full ownership of the type of development initiatives that the organisation is engaged in implementing. **Save the Children Denmark** highlights that in countries like Sierra Leone, Uganda and Ethiopia, capacity is not sufficiently developed to foster ownership, and a coherent organisational development of partner and partnership is necessary.

A popular method for strengthening the partner's ownership of development activities is to ensure involvement throughout the project process, from the needs analysis and the project formulation to the implementation of the activity itself. **Save the Children Denmark** describes how it works with its partners in Ethiopia to ensure mutual ownership regarding situation analyses, studies, development of tools, project design and the like.

Ownership and responsibility presuppose adequate capacity on the part of the partner. A partner or departments in the partner organisation may gradually take over responsibility for parts of a programme, depending on what is required in terms of competencies and capacity for these. When the organisation increases its capacity, full responsibility and thus greater ownership could gradually be introduced.

Ownership thrives within structures that are suitable for the purpose. As a tool for promoting ownership in the partner organisations in Africa, the **Danish Scout Council** uses project committees, whose work is based on the Danish organisation's routine board procedures and activities and democratic decision-making processes. The outcome is varied: Some committees do not function quite as intended, whilst others take ownership so literally that the project becomes delayed, partly as a result of the inability to meet and take decisions quickly.

2.3. Harmonisation and contextual analysis

This question focuses on how the Danish organisations have increased the level of harmonisation, coordination and cooperation between international organisations or donors working with the same partner in order to coordinate or complement the work of other actors.

The topic seems to be particularly relevant for larger organisations that are affiliated with international alliances or networks. The responses focus on two areas: 1) harmonisation in international networks, and ii) mutual partnership agreements between different actors working with the same partner.

A partner may experience a large need for harmonisation when the partner's programmes are financed by a range of sister organisations each having their own strategies and priorities. At the beginning of 2010, the **Danish Red Cross'** partner in Mali entered into partnership with seven Red Cross/Red Crescent companies, each of which had delegates posted abroad. Such a model represents a major challenge for a local partner's capacity to coordinate and ensure an efficient running of the organisation. The Danish Red Cross supported the partner in developing a strong negotiating platform, whereby the partner is able to take the driver's seat in its dealings with old and new international partners.

A minimum model for cooperation is to share a country office with one or more other alliance partners, which is the case, for example, for nine out of **DanChurchAid's** 13 country offices within the alliance Action for Churches Together (ACT). Here, the

administration costs are shared, but sharing an office does not automatically lead to greater cooperation and coordination. It requires a greater and different kind of effort to establish joint programmes.

Another model for coordination that is being tested in different contexts is to appoint a lead organisation to which the other organisations hand over the administration and management of the assistance. This approach is used in the ACT Alliance, where **DanChurchAid** in 2009 transferred the financing of a programme in Central Asia to another ACT member, whilst at the same time being the lead actor in Cambodia, administering funds provided by another ACT Alliance partner.

Outside the more organised international alliances, the need for harmonisation between several donors working with the same partner also is a pressing issue. In **Caritas Denmark's** partnership with a human rights organisation in Niger, the coordination with other organisations proved to be an advantage in a case of fraud, where the exchange of information and mutual follow-up was of vital importance for the partner's appreciation of the gravity of the case.

2.4. Transparency and predictability

This question was obligatory for the organisations that were required to answer more than one question and is worded as follows: How is the mutual accountability (transparency and predictability) in the partnership as well as between partners and their respective constituencies managed?

In the vast majority of responses, transparency between the partners is understood as being confined to the partnership or the specific project collaboration. The most widely adopted accountability mechanisms are therefore generally overlapping with well-known methods and tools for participation, generation of ownership and sound management practice.

Two documents are central in relation to the mutual accountability between Danish organisations and their partners: the programme/project document and the budget. The **Danish Association of the Blind** let, in its programme in Ghana, the project document and budget be known by all members of the Danish and Ghanaian steering group as well as the political and administrative leadership in the organisations involved. Budget elements was thus transparent and known to a wide circle of people.

Structurally, transparency could be supported in project management committees, which **Disabled Peoples Organisations Denmark** did in its collaboration with the partner in Uganda. Here, it established project management committees comprising all the organisations involved in the project. The committee approves work plans and budgets as well as quarterly and annual reports. For the partner, this was a challenge though, owing to its perception of an imbalance in the decision-making processes due to Disabled Peoples Organisations Denmark's stronger position as donor. There may be cultural differences in the organisations' way of manoeuvring that could bring parameters other than openness into play. **Caritas Denmark** provides an example from Uganda on how different weighting of rationality and relations interfered in a decision-making process, where the partner did not behave transparently in an effort to secure the adoption of a solution model different to the one that Caritas had argued in favour of.

In terms of administrative and management procedures, clear guidelines are of considerable importance both in relation to transparency and accompanying expectations and in relation to predictability. Like many other organisations, the **Danish Family Planning Association** with its partner in Uganda drew up clear guidelines for accounting and auditing procedures as well as reporting, monitoring and evaluation procedures. The guidelines were drawn up with a point of departure in administrative and management requirements issued by the Ministry of Foreign Affairs as well as good management procedures in general.

Standard monitoring mechanisms are also described as important accountability tools:

- Regular reporting (2-4-6 times annually) and submission of written reports to the board
- Ongoing communication (letters, emails)
- Project visits 1-2 times/year, periodic inspection visits, annual reviews and checks
- Reports to grant awarding authorities

Programme monitoring may also serve to fulfil the obligation of being accountable to the constituency in a broader sense. For example, **IBIS**, in its support to indigenous people's organisations in South America, developed an integrated monitoring approach, in which capacity is built up at the programme level as well as at the financial and administrative level in order to promote a transparent and democratic practice in the organisations. An accounts system was devised for indigenous people with a different educational background, which helps IBIS' partners in submitting financial accounts – not only to the Ministry of Foreign Affairs and IBIS, but in particular to the grassroots members, who are thus able to gain access to information about how the organisations are spending the funds.

A part of the value of the transparency in a partnership is that it is mutual – meaning that both partners have access to information about each other – and preferably the same type and the same amount. As an example, **IBIS** shares the same documents with the partners that are demanded of the partner during the selection process: organigram, legal documents, presentation of programme areas and annual report. In Mozambique, IBI improved its website so as to enable access to information about all IBIS' partners as well as the financial sums in the project portfolio. Transparency and partner influence could also be implemented at other levels than just by swapping documents. **DanChurchAid** formed a *Partner Core Group* comprising partners from the regions where it operates. The group has an advisory function in relation to DanChurchAid's board of directors and provides feedback on key areas within the organisation's policies and strategies.



Some organisations choose to establish complaints handling systems in order to increase transparency. This picture shows a mailbox for reporting on corruption at a hospital in Kenya (photo: Jørgen Schytte/Danida).

Transparency around the partner's leadership and running operations may be practised in relation to the general public. **CARE Denmark** encourages its partners to conduct public hearings, in which plans, policies and budgets are discussed openly with the local community and local government authorities. In Nepal in 2009, over 1,200 people participated in hearing processes that open up planning and budgeting to the general public and at the same time enhance the partners' credibility.

A significant further step in relation to opening its organisation to outside scrutiny and criticism was taken by **DanChurchAid** in the form of establishing genuine complaints systems in 2009. This is designed to ensure that partners, rights-holders and other stakeholders have the opportunity to complain and to obtain compensation. Within the first statistics period, 22 complaints were received in Copenhagen, among other things about corruption and sexual exploitation. In 2009, the regional offices in Malawi, Ethiopia and Cambodia also developed complaints systems. The partners were also inspired to do the same: In Malawi, the partner

received 56 complaints and in Ethiopia 25, primarily regarding target groups, local community selection, quality, and transparency in relation to activities and budgets.

In relation to predictability, many organisations mention long-term partnerships both as a value and as an important parameter in the development of sustainability. Some organisations perceive the partnership relationship as deeper than the programme/project cooperation alone. For example, the long-standing friendship between the **Ghana Friendship Groups in Denmark** and the partner are central to the partnership, and entails that the partnership is not just a temporary measure. At the same time, developing such a long-term partnership often is a great challenge in relation to the existing short-term financial instruments. With programme funding, however, a longer time horizon is provided, which allows, for example, **ADRA Denmark** to be able to engage in longer-term partnerships with local ADRA partners.

One challenge in establishing ownership is a partner's donor dependence. Often, the partner loses its focus as a result of a broad donor portfolio and many projects. Therefore, **WWF World Wide Fund for Nature Denmark** in its East African programme placed emphasis on discussing the necessity of changing traditional types of financing among the programmes' stakeholders. Large-scale regional programmes cannot function on the basis of annual financial commitments from different funding sources. As the only stakeholder to do so, the Danish organisation has given a commitment to provide programme funding for a longer period.

3. Trends

Only few organisations chose to answer the question on alignment with the partner's systems and procedures. This is surprising, as the issue has received strong political attention internationally and for the partners. This could indicate that alignment continues to be virgin soil for many Danish organisations. The tendency indicates a focus on building up project-specific monitoring systems with the partner, and only to a minor extent on integrating the project's administrative requirements in existing systems.

It is striking that in their responses the Danish organisations do not reflect more on how they have aligned their own internal requirements or procedures in a way that enables them to align themselves with the partner's systems to a greater extent – or quite simply to ease the partner's administrative burdens.

At another level, the question regarding "who aligns with whom" is reflected in the observation of two well-known international trends within civil society support:

- Partnerships taking a point of departure in the partner's vision and strategy and supporting the partner's ability to accomplish its own mission.
- Partners selected in order to match the strategies of Danish or international organisations, and thus are predominantly used as implementing partners.

The latter approach to choosing a partner is, however, relatively rare among the Danish organisations. From the material, it is not possible to gain an impression of to what extent such approaches to choosing partners are gaining popularity among Danish organisations, but the trend is found in other countries (for example the Netherlands).

The Danish organisations report that ownership of development interventions is not always achievable, as the partners are subject to restrictive conditions and must operate under political conditions that in different, and often negative, ways affect their opportunities to take ownership and/or build capacity to implement ownership. At the same time, the examples reported illustrate clearly that ownership is not a static condition, but a dynamic relation that is continuously fostered in the day-to-day activity: by continually giving the partner space and a voice from the first moment of contact and formulation of a development intervention, in the day-to-day project management, by making management, monitoring, learning and evaluation a joint undertaking, and by continually supporting the partner's organisational capacity. Appropriate structures such as project management committees provide a good framework for enabling the partner's ownership to be fostered and given space for expression. However, the lesson to be learnt is that structures are not sufficient on their own - capacity development, communication and space are key to success.

Several major Danish organisations have systematically worked on developing and implementing models and methods for promoting greater coordination and harmonisation between organisations that operate as donor to the same partner. Models are tested where all donors to a partner sit around the same table, where the country office is shared, and where the administration and management of the support is handed over to another alliance partner. The examples reported illustrate clearly that harmonisation is not easy – as each actor comes with their own development policy priorities and grant management systems. Even like-minded organisations may be far from each other. And the lesson to be learnt is that the more actors there are, the more difficult it is to harmonise and coordinate.

There seems to be a tendency for Danish organisations, which support the same programme, to standardise formats and reporting frequency to a certain extent. Where harmonisation often has the aim of aligning with the partner's systems, a close collaboration involving sharing of information between the different partners in the donor countries may also prove to have an important control function.

Several organisations provide examples of how qualities in the partnership such as friendship and solidarity provide a stable framework for enabling mutual accountability to unfold. In the vast majority of the contributions from the Danish organisations, mutual accountability between the partners is understood as being confined to the framework of the partnership or the specific project cooperation. The most widely used accountability mechanisms therefore overlap with well-known methods and tools for participation, generation of ownership and, in general, transfer of implementation responsibility to local partners. In addition, standard structures for project management (joint committees) and monitoring mechanisms are described by a number of organisations as important accountability tools. A couple of specific examples are given of mutuality in the relationships, where both partners have access to information about each other and have space to exert influence on the other's strategies.

With respect to accountability in relation to the support base, the majority of organisations seems to understand these mechanisms as the existence of democratic structures in the organisation. At the same time, they face a reality where the resources for actually maintaining and filling these structures are not always available and not always funded by donors. However, there also are examples of a broader understanding of accountability and transparency – in the form of public hearings and complaints systems, where the general public has the opportunity to ask questions about the organisation's activities.

Predictability as a basis for accountability and transparency presupposes long-term partnerships and secure access to funding. There are individual measures taken to assist the partner in establishing greater predictability and less vulnerability in the funding basis, either through the Danish organisation's own programme funding or by paving the way for funding from several partners from the same alliance or from several donors.

4. Challenges

- The question arises as to who aligns with whom? The Danish organisations could be far more explicit about alignment of their own systems with the partner's and less so about alignment in the sense of coordination and standardisation of project-specific systems and formats
- With regard to harmonisation, the perspective of developing countries in the responses is generally somewhat absent. It could be extremely relevant and interesting to hear the story about harmonisation from the partner's perspective: For example, how it is perceived when seven international partners join forces to harmonise and place requirements on the partner's capacity, or when the number of dialogue partners is narrowed down to a lead, coordinating organisation. It must be assumed that the power factor in the partnership relationships comes into play in ways that may have great importance for the partner's opportunities to act independently. What could be done to make sure the partner is put at the head of the table?
- Mutuality in the partnership relationship is a field that could be interesting to unfold more over the coming year. According to the responses, only few Danish organisations give their partners access to

information about themselves to the same extent as they require transparency on the part of the partners.

- Predictability in the financing modalities is of paramount importance for underpinning the overarching objective of a strong and independent civil society, which is why monitoring of progress in this area could become a key parameter for a number of years to come.

Theme 3: Partnership and a representative, legitimate and locally based civil society

1. Introduction

Partnership between civil society organisations in Denmark and in developing countries is a fundamental principle in the Civil Society Strategy, which also emphasises how important it is for the partnerships to stretch beyond the individual project. In addition, it is important that there is mutuality in the partnership between the Danish organisation and the partner, in the sense that the partner is able to have influence on joint initiatives, in respect to both specific activities and also long-term strategies for the partnership's development.

At the same time, one of the Civil Society Strategy's strategic goals is to promote a representative, legitimate and locally based civil society in developing countries. An important part of this is to strengthen the popular foundation of the civil society organisations.

In this connection, the organisations were asked about three parameters, to which a total of 72 responses were received:

- The relationship between the partners in terms of a **mutual and active partnership**
- Mutuality in relation to bringing the **experience and capacity of Danish organisations** into the partnership (added value)
- **Representation and legitimacy** of the partners in developing countries (obligatory question).

2. Summary of responses

2.1. The relationship: A mutual and active partnership

Under this question, the Danish organisations were asked to describe in what ways and with what result the Danish organisation has contributed to strengthening a mutual and active partnership.

The responses indicate that the partnership relationship, among other things, manifests itself in the specific cooperation, and it is here - in the cooperation on projects – that the collective spirit is tested in relation to mutuality and active inclusion of the partner in developing countries. A number of organisations provide almost identical descriptions of how the partners participate in the design of projects through Logical Framework Approach workshops, development of concept notes, preparation of applications, implementation and monitoring. Such organisations include **Danish Forestry Extension, Agricultural Development Denmark Asia, the Danish Vietnamese Association and the Danish Organisation for Sustainable Energy**.

Mutuality in the partnership relationship should indicate that learning and development are possible for both parties through the partnership – and that it is a two-way relationship, with focus on creating a win-win situation. This kind of situation cannot always be designed but materialises wonderfully, as described by **International Child Solidarity** in an example of learning between the organisation and the partner in Bolivia. When the first contact was made, both were in the process of developing interactive education courses for younger children. This historical overlap in time and contents between the two organisations became a vital component of the cooperation, and it led to parity between them, part of which was transferred to the later project cooperation.

Learning in partnerships could be viewed more widely, in the sense that that many Danish organisations have more than one partner and where the Danish organisation may facilitate learning across organisational or geographical borders. This challenge was taken up by **AC International Child Support** in 2009 when it established contact between two partners in Bolivia and Colombia with a view to sharing experience and best practices. Learning processes in the partnership may also stimulate greater involvement of Danish organisations: **The Danish Mission Council Development Department** describes a regional networking project that stimulated a considerable expansion and activation of the Danish group of organisations. The enhanced engagement in Denmark was also reflected in an engaged partnership process.

Openness, trust and transparency in partnership relationships are values that are not always easy to translate into practice, and where it is easy to become wrapped up in illusions about one's own practice. The two examples provided by the **Danish Red Cross** illustrate this well. The Danish Red Cross regularly uses Partnership Review Talks as a tool for mutual evaluation in its partnerships.

In Laos in 2009, this was a valuable learning experience for the Danish Red Cross itself, as the partner only gave them a mediocre score on transparency. Similarly, a partnership review was carried out in Kenya, where the partner felt that the Danish Red Cross disregarded their leadership structures whenever it pleased and did not take time to engage in discussions and proper preparation of project visits. The organisation subsequently took the initiative to remedy this situation.

2.2. Mutuality: The experience and capacity of Danish organisations (added value)

The Danish organisations were asked in which way and with what result the Danish organisation has brought its experience and capacity into the partnership.

Some organisations describe that the Danish organisations' added value is found in the form of an overlap between the two organisations' field of activity. Herein lies the special importance of being able to inspire, share and learn on the basis of common practice. As an example, **International Child Solidarity** takes its point of departure in its own professional field concerning written and visual communication with children. This was an important input in the communication component of projects in Nicaragua.

Over time, Danish organisations build up considerable expertise in development assistance and on this basis may select a strategic focus, which constitutes a strong part of the organisation's added value. **ActionAid Denmark** has chosen a strategic focus on democratisation, which also addresses gender equality. Therefore, the organisation promotes the participation of women on the boards, local councils and similar bodies of partners, which often results in an improved gender balance.

The strength and added value of Danish organisations may build on a method. **AC International Children Support** mentions the strength in having a conscious focus on involving children in all phases of development projects and thereby promoting the right of children to be heard. In Ethiopia, the organisation focused on hearings with children in order to find out how they perceive relevant problems and issues. This led to, among other things, the establishment of a children's panel at a deaf school and a number of touching meetings between deaf children and their parents, where the children were finally given the opportunity to explain how they really felt.

The Danish organisations may act as role models with their history of being democratic associations with democratic practices. **Danish Forestry Extension** draws benefit from its more than one hundred years of experience of being a democratically run member-based association and sees a strength in its many years of experience with establishing and supporting democratic structures designed to ensure a competent and user-governed leadership, where staff and the board's accountability to the general assembly are the best guarantee of a sustainable organisation.

Being able to bring professional expertise and knowledge to the table in a partnership over large distances is an organisational competency that not all organisations master. Posted staff may be given the role of carrying the partnership relationship, added value and technical expertise to the partner in developing countries. Through posted staff, **Caritas Denmark** has injected projects with new knowledge and insight from which the target group in the further process benefited greatly. One example is Uganda, where the coordinator with his educational background became a useful sparring partner for the coffee farmers' own fairtrade sales organisation, and the coordinator's knowledge of basic democratic structures and organisation contributed to ensuring that the organisation was owned by the farmers and not just set up for the farmers.

Internationally, more and more organisations in donor countries are organising themselves into broad international networks and alliances, which already have and may have even greater importance for the civil society support and partnerships between organisations in donor countries and developing countries in the future. In 2009, **ActionAid Denmark** worked on bringing its own experience and capacity to the table in the new partnership with ActionAid International. The result was approval of an "*International Partnership Policy and Practice Framework*", which to a large extent builds on ActionAid Denmark's approach to equality in the partnership as well as experience from partnerships with organisations in developing countries.

2.3. Representation and legitimacy

The Civil Society Strategy emphasises the importance that partners are legitimately constituted, and this is reflected in the choice of Question 13 as an obligatory question for all Danish organisations. The question focused on in which way a representative, legitimate and locally based civil society was strengthened and how the Danish organisation contributed to this.

Local ownership could turn out to be characterised by vulnerability in the political context, as is shown in the example by the **Danish Association of the Blind** from Laos. Here, the partner organisation was formed in 2005, but not officially recognised as a non-government unit until 2007. In addition, it took three years for the organisation to obtain a permit to hold its first general assembly with elections to the leading bodies. This first general assembly is due to be held in 2011. The establishment of independent local departments is still a challenge in the relationship with the public authorities.



It can especially be a challenge for people with disabilities to organise themselves. Here, a blind child is taught Braille at a school for blind children in Niger (photo: Jørgen Schytte/Danida).

The lack of opportunity to be allowed to have any form of representation may be a great barrier for vulnerable groups, such as people with disabilities. The concept of representation is particularly a challenge with respect to people that are mentally challenged. Often, they are unable to speak for themselves and are therefore represented via parents or other family members. **The National Association for People with Learning Disability** reports that the strengthening of the partner in Uganda resulted in people that are mentally challenged to a greater extent was represented in the Ugandan disability movement, which otherwise primarily focused on physical disabilities. Equal access to membership for both sexes is another aspect of an organisation's representation. The African partner to the **Danish Scout Council** has taken a general decision to open up for membership of girls, with the result that the majority of new members in certain scout groups in Africa are now girls – in groups that were otherwise reserved for boys.

The membership base measured in both composition and size is an important parameter in an organisation's popular base and foundation and thus representation, especially for interest organisations. Good protection and promotion of interests may attract more members, as **FIC's** example from Kenya shows. Here, the number of the partner's members almost doubled from 2006 to 2009 as a result of good collective bargaining results for low-paid workers and an effort to improve occupational health and safety.

Many partners are not directly member-based, and thus they work with a target group that is separate from the member base. A real legitimacy in activities and political messages therefore depends very much on the target group's inclusion, influence, acceptance and backing for the organisation's mission and behaviour. This could be ensured through more or less formalised structures and consultation mechanisms. For example, in its project in Vietnam, the **Danish Family Planning Organisation** established a number of Project Management Boards comprising representatives from the state, mass organisations and the local community. They play a major role in relation to cooperation with the local community, public authorities and project monitoring. Via these boards, the partner cultivates close contact with local authorities and other relevant actors, such as school boards, trade unions and youth clubs.

Empowerment of user groups may create stronger roots in the communities. In Liberia, local AIDS support groups until now affiliated themselves closely with the **Danish Evangelical Mission's** partner, but a new structure embedded them more in the local communities than in the church. The establishment of fora, where people become involved, could enhance understanding of problems and support local communities in solving these problems with local resources.

When groups of organisations stand together and act on the basis of joint platforms, it gives a different kind of clout. Umbrella organisations or other joint platforms could have major importance for the political clout of marginalised groups', as is illustrated by **Nepenthes'** example from Panama. As the legislative proposal of indigenous people regarding recognition and respect for their territory had for years been rejected by the government, a coordinating national organisation for indigenous people was formed, which succeeded in getting a similar legislative proposal adopted. As a result, 30,000 indigenous people in 60 villages were secured the right to the land they live in. The combination of good national coordination and international attention resulted in political impact.

International and regional networks are also gaining momentum: **The Danish Family Planning Organisation** reports about a regional network that gathers women's organisations in four countries in South Asia, each of which is anchored in a collaboration with over 30 local grassroots organisations. Over time, the network has become a well-known international civil society actor from South Asia. The support from the **Danish Mission Council Development Department** for an African AIDS network led to the establishment of publicly registered national AIDS networks in Liberia, Sierra Leone and Madagascar.

A large number of the responses provide descriptions of standardised and well-known democratic association structures in the form of membership, annual general assemblies, election of boards and so on. This applies, for example, to **The Ghana Friendship Groups in Denmark's** partner, which today is an organisation with an annual general assembly, a membership base and a clear separation of the various organisational levels. In selecting the members of the executive committees, consideration is given to gender, ethnicity and insight into the project's area of focus. A balanced ethnic representation is vital in Northern Ghana, where there is a potential risk of ethnic unrest and confrontation.

The organisations describe in great detail the formal structures and procedures, whereas the concrete democratic practice could be problematic. For example, **Axis'** local partner in Bolivia experienced a series of violent internal conflicts resulting in a significant reduction in the organisation's direct participation in the project and thus its ability to benefit from the advances made from the project. In Tanzania, the **Danish Hunters Association's** partner throughout 2009 experienced a turbulent time with a board that did not follow the guidelines, which gave rise to considerable frustration and misunderstanding between the organisation's members, board and the Danish Hunters Association. The composition of the board since changed, and even though this resulted in a delay in the implementation of the project, it also resulted in a stronger board that is aware of its role and its responsibility to the members.

That all segments of an organisation's target group have a voice in the life of the organisation is an important element in ensuring that an organisation actually represents equally the groups that it has decided to work for. Influence and representation in the organisations relates to both the political level and the day-to-day leadership. For example, **International Child Solidarity's** partner in Nicaragua (a children's movement with 10,000 children as members) introduced child democracy at all levels of the movement, starting in special interest groups with democratic decisions being taken regarding which activities are to be carried out in the groups. The next phase is elections in girl networks and children's councils, where presidents, vice-presidents, boards and delegates are elected to regional and national assemblies. The children are also represented at the movement's general assembly.

Equality also is a field that several organisations work with, for example, between the genders or for vulnerable groups. In Nepal, the **Danish Red Cross** has worked persistently to break the silence and taboo which negatively allows the country's feudal caste system to be reflected in the partner organisation's structure and culture (only 1 per cent of staff and volunteers are from the lowest caste). At all levels, effort is made to engender greater awareness in the partnerorganisation of feudal and caste-related aspects and a proposal was put to the programme steering committee to introduce affirmative action for low-caste groups such as Dalits and Janjatis when filling vacant positions financed by Danish Red Cross programmes.

3. Trends

The concrete project cooperation is the framework for a mutual and active partnership, in which a large proportion of the partnership relationship is exercised. In this regard, the organisations report on how they ensure the partner is given influence and how they endeavour to create an equitable relationship in the cooperation. It is felt that the picture painted here in general terms is representative of the Danish organisations as a whole.

Mutual development and learning in partnerships could spontaneously occur in the encounter between organisations or may be designed in a more conscious way as actual development programmes incorporating the use of specific tools. Here, a positive and broad picture of opportunities emerges: learning between organisations in donor countries and developing countries; learning between several partners in developing countries; learning in a wider circle of donor organisations; and more focused work to enhance the relationship between two partners. These examples lift the partnership above the concrete project/programme cooperation, and increase the curiosity about how the quality of the relationship is perceived more specifically and made vibrant.

The added value of Danish organisations as actors in the Danish civil society support is a strategic question in relation to the discussion on support modalities. The examples in several instances unfold and expand in an exciting way the understanding of the organisations' added value. In particular, examples demonstrating an overlap between the Danish organisation's and the partner's field of activity show the importance of being able to inspire, exchange and learn on the basis of a common practice. This also concerns how the donor organisations' own practice becomes the focal point for the cooperation. This is a starting point often desired by the organisations in developing countries - that the partners from donor countries assert themselves as independent civil society actors in their own context and share experience and best practices on this basis. In addition, the organisations have described how a strategic focus, a method or another professional competency could enrich the partnership. Furthermore, the organisations' status of democratic associations enables them to function as role models for the partners in relation to a democratic practice. With respect to entering into international networks and alliances, the Danish organisations can, with a point of departure in the Danish Civil Society Strategy, inject these international networks and alliances with new (added) value.

The obligatory topic representation and legitimacy among the partners in developing countries was richly illustrated by many diverse examples that reflect the breadth of a locally based, representative and diverse civil society. The political and historical context has major influence on popular foundation and democratic structure of civil society organisations, and the organisations provide a number of examples of how restrictive framework conditions act as barriers to the activities of organisations and may threaten their legitimacy. Vulnerable groups encounter difficulties in particular in relation to being able to organise themselves. Ensuring equal access to membership of civil society organisations is likewise a field in which the Danish organisations have engaged themselves.

A number of examples demonstrate the connection between, on the one hand, active and results oriented protection and promotion of interests on behalf of members and target groups and, on the other hand, the popular foundation: membership figures, influx of members and an active member group. It resembles slightly the story of the chicken and the egg: concrete results lead to increased popular foundation and a high level of activity, which bolster the fight for better results.

Target group inclusion seems to be a widely used principle in relation to describing both the popular foundation and legitimacy of civil society organisations. A wide range of methods are used to achieve this: more or less formalised structures, consultation mechanisms, democratic fora or local boards. This also includes working to ensure gender equality and equal access to influence for all groups that an organisation claims to represent.

There is a distinct tendency to use joint platforms, such as umbrella organisations, networks, alliances and similar joint platforms, to support a wider legitimacy of different agendas, and the lesson to be learned is clear: Pulling together, also at organisational level, provides a different kind of political clout.

Very few organisations report on what happens before actual elections take place in the partner organisations, for example how the candidates stand for election, are nominated and conduct an internal election campaign. Therefore, there is not justification for

analysing this more deeply as it generally seems that a formal democratic structure is in place and to a certain extent respected by the partners. That the specific democratic practice may be problematic is illustrated, however, by some organisations.

4. Challenges

- Cultivating the partnership as a vibrant relationship presupposes the use of other methods than general capacity development and competence development. In addition, specific partnership development could be interesting on a broader level and instructive to follow over time – also when it is difficult and conflictual and the power relationships truly come into play.
- Civil society organisations as democratic associations are described primarily in terms of the formal structures and procedures, whereas the specific practice, which could be more problematic and less ideal, is commented on occasionally, but is seldom reflected on to an extent where it generates learning of relevance to a wider group. In the coming years, it could be exciting and relevant for the organisations to focus on the democratic practice.
- Popular character and the popular support base must be assumed to be an area which many organisations could comment extensively on. However, it could have been more interesting with more responses on the theme of protection, considering that framework conditions for civil society organisations in general currently are under pressure, where the organisations are subjected to more restrictive frameworks and thus could benefit precisely from international attention.
- The strategy's theme regarding diversity invites the need for this to be examined across organisations to a greater extent, as diversity in developing countries perhaps lies more in the common quantity of the Danish organisations' partnerships than in the individual organisation's partnership.

Theme 4: Capacity development of civil society organisations

1. Introduction

Capacity development plays a key role in the support to the development of a strong civil society. In the Civil Society Strategy, strengthened capacity is a goal in itself, but it also serves as an instrument for achieving other objectives. It should be emphasised that *'the role of Danish organisations is to support development of capacity among their partners in developing countries with the aim of enabling these partners to promote and safeguard the interests of their members and support base and to engage in advocacy work and relevant development activities'*.

In connection with this cross-cutting report on the Civil Society Strategy, the development of capacity among partner organisations is seen as an issue that concerns both internal and external aspects and is understood as being an organisation's overall capacity to accomplish its mission in relation to:

- **Context**, which comprises demands and pressure from the external environment
- **Results orientation**, including the organisation's results and performance
- **Efficiency**, which relates to the organisation's internal functionality
- **Network and relations** that the organisation engages in.

Support to capacity development is, as mentioned above, also a tool for achieving goals in other ways, and other sections of this report therefore also include this issue. A total of 43 responses were submitted. The majority of these responses concern the capacity to engage in networks and fairly few the ability of partners to react to changes in the external environment.

2. Summary of responses

2.1. Context

This question relates to framework conditions for civil society development and concerns how the partner organisations have been supported in responding to changing demands and pressure from the external environment.

Nepenthes reports how their partner among the Miskito Indians in Nicaragua's rainforest enhanced their capacity to adapt themselves to global climate change and the resulting natural disasters. This was achieved by increasing the number of cultivated crops, better utilisation of trees that fell during hurricanes, and a greater effort to replant trees as a shield against future hurricanes.

From the support to their partner in Kenya, **FIC** highlights how a systematic effort for better leadership and a clearer strategy framework made it easier for the organisation to react efficiently to new challenges, for example in negotiations with the employer organisations regarding better collective agreements and in regard to the need for improving occupational health, safety and environment.

2.2. Results orientation

Here, the Danish organisations were asked how the partners' ability to achieve results compliant with the indicated plans and strategies was strengthened.

For several organisations, capacity development entails a focus on project management tools, for example the use of the Logical Framework Approach, development of systems for monitoring and evaluation as well as effective frameworks regarding financial management. Such initiatives are mentioned both in connection with this question as well as in relation to the next question on 'efficiency'. For example, **Danmission** reports how their partner in Egypt established systems for results orientation with emphasis on ongoing monitoring and using reporting formats developed in cooperation with the Danish partners.

Focus on results is also promoted by involving the target group as well as private cooperation partners. Using examples from their support to a partner in Mozambique, **IBIS** describes how the increased involvement of the local community created better results by virtue of greater engagement in the activities and thus increasing ownership. This effort was based on the competence development of employees at IBIS' partner, which improved their ability to evaluate the needs of the target group and to involve these in the local work.

Results orientation could also be promoted by strengthening the system for monitoring and evaluation. **ADRA Denmark** describes how improved reporting from partner offices provides the basis for greater reflection on achieved results and necessary adjustments to the selected strategies. As a result, the monitoring and evaluation systems are not just seen as something to satisfy the Danish organisation, but also as a tool in the day-to-day implementation of activities and strategy development.

2.3. Efficiency

The question regarding efficiency relates to how the partner organisations have been supported to function appropriately through the establishment of efficient and suitable internal systems and procedures.

Many Danish organisations have chosen to include examples of how their partners are supported in their efforts to optimise internal work procedures. Often, this involves strengthening specific project management competencies. Using an example from the Philippines, **the LO/FTF Council** shows how this is particularly true when the partner is still a relatively newly established organisation. Even though the aim of the partnership is primarily to deliver more and better services to the partner's members, a preliminary effort focusing on organisational development as well as competence development of employees is of vital importance for creating the necessary basis for delivering the desired services.

The Danish Red Cross highlights the importance of a long-term approach to capacity development. Since 2001, the Danish Red Cross in Togo has focused on establishing and developing one of the national Red Cross regions and thereby supporting both systems and changes in behaviour. This comprised office building, competence development training for employees, establishment of a financial management system as well as support to monitoring and evaluation. This meant, among other things, that the regional office is now in a position to carry out programme evaluations itself rather than having to call on the help of foreign experts.



The capacity of the partner organisations to involve the target group has been strengthened. International Child Solidarity has, for example, involved children in Nicaragua in the formulation of a new project phase. The picture illustrates children in Nicaragua playing (photo: Morten Skov Andersen/Danida).

Several organisations also report on the importance of not limiting initiatives related to the organisations' inner life to a focus on employees and management. Such initiatives should also focus on strengthening the partners' capacity to involve other stakeholders, including the target group. In this respect, **International Child Solidarity** in Nicaragua reports on the importance of children being heard in connection with the formulation of a new project phase. At the same time, ethical considerations associated with inviting children into the process are weighed against the risk that their contributions could be difficult to incorporate in the project formulation.

As an example of how internal work procedures enable the partners to become better able to address changing needs from the external environment, **3F** describes how the partner in Zambia systematised its course activities. This entailed establishing a programme of courses, the building of a database over course instructors and afterwards the formulation of a comprehensive plan for the course activities.

Save the Children Denmark emphasises that it may be a difficult balancing act between on the one hand maintaining minimum standards for financial management and reporting, and on the other hand respecting that every single partner is an independent organisation. In order to ensure sustainability in relation to initiatives designed to support the inner life of organisations, it will therefore be vital that there is mutual ownership of the partnership. Otherwise, aspects concerning organisational structure and division of labour, financial management and reporting, etc. will be easily seen as confined to the implementation of specific project components without relevance for the surrounding organisation.

2.4. Network and relations

Here, the Danish organisations were asked how the partner organisations have been supported in their efforts to engage actively in external relations and networks.

As mentioned above, many of the Danish organisations highlight the importance of strengthening the partner's capacity to participate in networks, nationally and internationally. The rationale is primarily to be part of a strategy for better advocacy work, although networks are also used by some organisations as a platform for achieving better results from the launched activities, as this enables the partner to involve more actors. Networks are used for helping the partner organisation to gain better access to fora, where the purpose is to share experience and best practices and enhance professional skills and expertise. Lastly, it is highlighted in some reports how participation in networks serves to enhance the general cooperation between civil society organisations in the particular country as a basis for improving framework conditions.

In Bolivia, **Caritas Denmark** chose to support the establishment of a joint unit among eight small municipalities which could serve as a platform for securing more public services and investments to the area. The strategy entailed both the establishment of capacity for advocacy work on behalf of the joint unit and enhancement of professional skills benefiting, among other things, infrastructure investments in the local area.

In Zimbabwe, **ActionAid Denmark** supported a network for cotton growers with the aim of strengthening their rights by establishing links between these cotton growers and a research based institution, an advocacy organisation, and a farmers' association. ActionAid Denmark highlights this as an example of the value of thematic networks that bring actors together who work within different fields and at different societal levels. Through this network, more than a million cotton growers are now involved in a unique collaboration that has given impetus to the negotiations on securing rights for the cotton growers.

DanChurchAid established partner platforms in each of their programmes in order to support networking between the partners and occasionally also in order to communicate the establishment of common attitudes in relation to campaigns. As an example, an Indian platform was very active in encouraging the partners to participate in the national Right to Food Campaign.

Several organisations mention how support to development of networks had special regional and international dimensions. **Danmission**, together with a German cooperation partner, supported the Egyptian partner in a dialogue programme on religion and development. This ensured that the Egyptian organisation today has a wider international network of contacts in Africa, India and the Middle East. At the same time, it strengthened the organisation's role as a participant in local and national networks in Egypt. In addition, **IBIS** supported an international NGO network in 2009 as a platform for the civil society's participation in the period leading up to and during COP15 in Copenhagen. The efforts comprise, among other things, capacity development, development of position papers as well as stronger contacts to other international networks. **CARE Denmark** also saw COP15 as an occasion to link local, national and international agendas by means of supporting partner participation at different levels.

3. Trends

The responses show that support to capacity development is integrated as a fixed element in the support given by Danish organisations to partners in developing countries. Whilst support to capacity development often previously was seen as either very general support to the partner or concrete assistance for improved project management, the focus now seems to be on initiatives and interventions that combined cover a broader spectrum. However, it is not always clear to what extent the Danish organisations' contributions have a narrow focus on project activities which are included in the specific partnership or whether the support also aims at strengthening the partners' overall capacity. The responses do not reveal whether support to capacity development as a general rule takes a point of departure in actual strategies or is planned more on an ad-hoc basis.

Danish organisations use a range of different methods for supporting capacity development. Many use courses and other forms of training, but support is also given towards developing more effective systems, including monitoring of the initiatives or formulation of guidelines for anti-corruption. Financial management tools are also highlighted by several organisations as a necessary focus area, partly internally in the organisations and as a tool for better financial sustainability by strengthening the fundraising work. The posting of Danish employees to provide support to capacity development is mentioned in only one report.

Even though it does not seem to be systematic, there are examples in the responses of support to capacity development being planned on the basis of pre-conducted capacity analyses that reveal the partners' present status and identify how support from the Danish organisation is best structured.

The majority of responses received have related to supporting the partners' use of networks, particularly in connection with advocacy work. There are relatively more contributions that refer to initiatives concerning the optimisation of internal work procedures (the inner life of the organisations) and results orientation, whereas few have chosen to highlight examples concerning adaptability in connection with changes in the external environment (the context).

4. Challenges

- There seems to be a need for a more systematic use of the concept 'capacity development' in order to avoid this becoming synonymous with training activities. The concept should also comprise clear division of labour between the different actors in the organisations, and development of relevant rules and guidelines for the work to ensure the optimal use of resources.
- This could also entail clearer documentation of how initiatives aimed at promoting capacity development could directly support fulfilment of the central objectives in the partnership, for example by developing clear indicators and success criteria: What does one wish to achieve through capacity development?
- Similarly, it could be beneficial to create more clarity regarding the Danish organisation's contribution to capacity development. In some situations, this could primarily focus on placing the topic itself on the agenda: that there is a need for systematic development of capacity in order to realise the organisation's goals and objectives. In other contexts, the Danish organisation contributes financially to this work, whilst in other areas more specific professional/technical input is provided.
- The relatively few responses, that relate to how support to capacity development is planned as a coordinated effort between several parties, seems to emphasise the importance of greater harmonisation in this area. Many of the partners of the Danish organisations receive support to capacity development from several donors, but if this capacity development is not viewed from a holistic perspective, the effects may be weakened.
- With the exception of climate change-related initiatives in connection with COP15, capacity development is perceived in the responses as a sustained and ongoing effort, which means that there may be a risk that insufficient attention is paid to how this effort gradually changes in character in tandem with the achievement of results and identification of best practices developed in the partnership.

Conclusion

1. Introduction

The previous sections have shown how Danish organisations through their partners have made extensive contributions to civil society development in developing countries. As shown, there is considerable variation in how this is done:

- Cooperation takes place with many different types of partner organisations, which reflects the Strategy's objective to *'support a diversity of civil society organisations'*.
- The efforts and activities are carried out within or across a multitude of sectors and themes.
- A large number of different methods and strategies are used to achieve the objectives in the partnerships.

The report demonstrates how civil society organisations in developing countries supported by their Danish partners create space and opportunity for people to *'organise, express views and formulate demands and expectations to public authorities and other actors', which is an aim of the Civil Society Strategy. This is an 'important prerequisite for long-term poverty reduction and promotion of democratisation'* – which are key objectives of Danish development assistance.

As is shown, this also incorporates a diversity which is difficult to summarise. The responses, within each of the four themes summarised on the previous pages, shows how Danish organisations together with their partners work efficiently to achieve the objectives and goals set out in the Strategy. However, the qualitative methodology also makes it difficult to measure and aggregate actual results within and across the chosen themes and particularly within a defined period like a financial year, and in the context of this report, 2009.

Each organisation was only required to answer a small selection of the total of 20 questions and therefore had to make a number of choices which have led to omissions of themes and focus areas that play an important role in their work, but which are not presented in the report. In other words, it cannot be concluded that, because a particular focus area is weakly represented among the responses, it is assigned the same low priority in the organisation's overall work and activity.

Across the four themes and the 237 responses, three cross-cutting challenges could be identified for the future work on implementing the Civil Society Strategy:

- Partnerships between civil society organisations in Denmark and in developing countries frequently take their point of departure in the implementation of a number of specific activities organised in one or more 'projects'. In this way, a manageable framework for the cooperation between the two organisations is created, and in many instances it becomes more straightforward to clarify the division of labour and responsibility. However, this project focus may also act as a restrictive framework preventing broader interaction. The result could be that dialogue on values in the development work, organisational development and broader strategic goals are pushed into the background in favour of reporting on project-specific indicators, grant spending, etc. *Both the individual organisations and the Ministry of Foreign Affairs* could benefit from creating more space for highlighting and discussing these broader goals and objectives. This could take place, for example, in partnership agreements between the organisations, when designing application and reporting formats, and also in the ongoing dialogue between the parties.
- As is shown in Annex 2, 14 out of 20 questions explicitly focus on the role played by the Danish organisation in the cooperation. This is due to the fact that this report covers the grants that are channelled through Danish organisations to their partners among civil society organisations in developing countries. It is therefore natural that the role of the Danish organisations features prominently in the responses. *There is reason to consider how* the partner organisations in developing countries could acquire a more prominent role in the Ministry of Foreign Affairs' administration of funds from the Danish NGO Appropriation Act. This would also provide a more comprehensive picture of how this support contributes to securing 'a strong, independent and diverse civil society in developing countries'.

- The responses show how the Danish organisations use the central concepts and goals set out in the Civil Society Strategy. However, the cross-cutting report also shows that many different methods and interpretations are used in this work, for example in relation to advocacy work and capacity development. The most important explanation for this is precisely the diversity in the involvement of actors, which is a central goal of the Strategy. When a myriad of different organisations in Denmark and in developing countries use the same concepts, the task is naturally tackled in different ways – all depending on the individual organisation’s distinctiveness as well as the conditions in the particular country. *However, it could be beneficial to make an extra effort to ensure a broader common denominator with respect to understanding the Strategy’s core concepts across the organisations. This also could serve as a basis for more effective sharing of experience and best practices and thus contribute to achieving better results.*

2. Summary of the four themes

2.1. Rights-based development assistance, advocacy work, and a vibrant and open debate

Many Danish organisations and their partners employ a rights-based approach in their activities, particularly with a focus on strengthening awareness among vulnerable groups of their rights and enabling them to exercise these rights. In addition, advocacy work is used both to ensure that public authorities fulfil their obligations, which includes ensuring increased access to services, and also to bring about political change at local and national level. As has been highlighted, there are surprisingly few responses within the sub-themes ‘human rights’ and ‘a vibrant debate’. It could be beneficial to ensure that these topics are covered to a greater extent in next year’s reporting process.

The responses reflect different perceptions of the concept of advocacy work. While this illustrates the diversity in the Danish organisations, it could, however, still be relevant to examine the organisations’ choice of instruments and how their advocacy work is placed in relation to other organisations, and thus shed light on how the organisations’ efforts overall contribute to achieving the goals set out in the Civil Society Strategy.

2.2. Harmonisation and effectiveness of development aid

Only a few responses were submitted on alignment with the partner’s systems and procedures, and here focus is placed on building up project-specific monitoring systems on the part of the partner, and only to a minor extent on integrating the project’s management and administration requirements in the partner’s existing systems. Similarly, the Danish organisations do not report on how they align themselves to the partner’s systems or simply ease the partner’s administrative burdens.

The responses shows that ownership is not always achievable, as the partners are subject to restrictive framework conditions and often must operate under difficult political conditions. However, it is a clear message that ownership is not a static condition, but a dynamic relation that is constantly fostered in the day-to-day practice. Appropriate structures such as project management committees provide a good framework for enabling the partner to acquire ownership and for this ownership to be given space for expression. However, the lesson to be learnt is that structures are not sufficient on their own – capacity development, communication and space are key to success.

In particular, the larger Danish organisations have worked to foster greater coordination and harmonisation between organisations that act as donors to the same partner, and it is evident that harmonisation is not easy to achieve, as each actor has their own development policy priorities and administrative systems. There seems to be a tendency for Danish organizations supporting the same programme, to standardise formats and reporting frequency to a certain degree. This may serve both as alignment with the partner’s systems and as an important control function.

2.3. Partnership and a representative, legitimate and locally based civil society

The reports show how the specific project cooperation is the framework for a mutual and active partnership, in which the partner is secured influence and effort is made to ensure an equitable relationship in the cooperation. The added value of Danish organisations is a strategic issue in relation to the discussion on support modalities. The reports identify in particular examples where there is an overlap between the Danish organisation’s and the partner’s field of activity as a powerful stepping stone for being able to inspire, exchange and learn on the basis of a common practice.

The responses concerning representation and legitimacy among the partners in developing countries illustrate the breadth of a locally based, representative and diverse civil society in developing countries. There are examples of the correlation between, on the one hand, an active and results oriented protection and promotion of interests on behalf of members and target groups and, on the other hand, the popular foundation in the form of membership figures, influx of members and an active member group. Target group inclusion is a widely used principle in relation to describing the popular foundation and legitimacy of civil society organisations. This also includes engaging in efforts to ensure gender equality and equal access to influence for all groups that an organisation claims to represent. There is a strong tendency to use joint platforms such as umbrella organisations, networks and alliances to support wider legitimacy, where pulling together provides broader political clout.

2.4. Capacity development of civil society organisations in developing countries

Support to capacity development of partners is integrated as a fixed element in the support provided by Danish organisations to partner organisations in developing countries. This support takes the form of initiatives and interventions that combined cover a wider spectrum. However, it is clear that support to capacity development as a general rule takes its point of departure in actual strategies or is planned on a more ad-hoc basis.

Danish organisations employ a number of different methods for supporting capacity development. Many use courses and other forms of training, while others support partners in developing more effective systems. Apparently, there is no systematic use of capacity analyses as a basis for the support to capacity development. There seems to be a need for greater harmonisation of the support to capacity development. Many of the partners in developing countries receive support to capacity development from several donors. This capacity development must, however, be planned in coordination and seen from a holistic perspective, otherwise the effects may be weakened.

3. The role of Danish organisations

As mentioned in the introduction, the Civil Society Strategy sets out a number of areas where Danish organisations are able to create value in the support to developing a strong and diverse civil society in developing countries. In several areas, the responses submitted do not allow for an assessment of the Danish organisations. In this regard, the Danish organisations were not required to answer questions on *how popular contact and information are promoted*. Nor were the organisations asked to provide examples of situations where the cooperation with a Danish organisation served to *protect* local civil society organisations *against attack* from those in positions of power and public authorities.

In contrast, the report fully demonstrates how *the diversity* among the Danish organisations contributes to greater diversity in developing countries and how the cooperation with a very wide circle of partners makes it possible to reach marginalised groups. As one of the five selected themes relates to, among other things, rights-based assistance, there is extensive data on how civil society organisations support poor people's *rights*. The data also contain a number of examples of how Danish organisations contribute *professionally* to the development work of the partners, and there also are examples where the partnerships provided access to broader *international and global agendas*.

4. The future work with the cross-cutting reporting on the Civil Society Strategy

As indicated in the introduction, this report represents that the Ministry of Foreign Affairs for the first time applies a qualitative reporting approach in evaluating the progress towards implementing the Civil Society Strategy. The main part of the Ministry of Foreign Affairs' reporting on this and other fields has until now been based on a procedure whereby each grant recipient reported on their respective activities, often with a main focus on whether the grants were used as anticipated. In this report, a cross-cutting perspective was applied to the reporting of the grants, and the individual reports (besides 1-2 obligatory questions) were based on the organisations' own choice from among a total of 20 questions within five different themes.

On this basis, there is a need to collate experiences and adapt the reporting format in order to further improve the quality of the total data basis as well as ensure that the report covers areas of strategic importance for the Ministry of Foreign Affairs. Below, a number of points are made on the basis of the experience gained from this year. The Ministry of Foreign Affairs will discuss these with the Danish organisations prior to the process of planning the reporting process concerning the use of funds from the Danish NGO Appropriation Act in 2010.

- Positive experience was gained in using a web-based reporting format. This could be adjusted, so as to ensure that the framework, in the form of the scope of the answers to the individual questions, is made clearer. Similarly, it should be examined whether a clear graphic interface could be created linking the individual questions with the accompanying guidelines for reporting as well as the catalogue for inspiration. Lastly, the wording of the individual questions could benefit from being made more precise.
- This year, the organisations had quite considerable freedom to choose among a total of 20 questions. Consideration could be given to increasing the number of questions that each organisation is required to answer from the present 1-8 (still with a graduation according to grant type) as well as increasing the number of obligatory questions from the present 1-2. However, this should be seen in the context of the considerations whether to add a special thematic focus outlined below.
- The guidelines for reporting provide the option for the Ministry of Foreign Affairs to specify an annual theme that is to be given special attention, for example among the five present themes or across them. As this year's report has established a broader basis for being able to evaluate the overall efforts, consideration could be given in the 2010 reporting format to selecting a theme for special analysis on the basis of a widened reporting and the use of other sources.
- This year's reporting was carried out within fairly narrow time frames. Approximately one month was set aside where the respondents had free access to type in responses, and there is scarcely need to extend this period. On the other hand, the organisations could benefit from receiving information earlier about the general time frames. This year, the information was provided in July and the reporting was completed by the middle of September. Similarly, it would be desirable for the report concerning 2010 to be ready for publication at an earlier stage in 2011 rather than not being ready until the end of the year. This could entail that the organisations should submit their reports some time during the second quarter, thus enabling the report to be published, for example, late summer.
- The development of improved framework conditions for civil society development constitutes an important objective of the Civil Society Strategy, and a better basis for evaluating the activities in this area should be ensured. Whilst this could be achieved in this field by developing special questions, this information could also be supplemented from other sources, for example from the Danish programme countries and/or international analyses concerning developments within the civil society field relating to chosen topic.
- In light of the focus on fragile states and situations in Danish development policy, and in light of the role that Danish organisations play, a more detailed analysis may be needed. It could be considered to target such a (sub-)study at those organisations that in particular are expected to be engaged in this work. Similarly, it could be examined whether this evaluation is to cover contributions from the Danish NGO Appropriation Act funds as well as the Ministry of Foreign Affairs' humanitarian funds.

Annexes

Annex 1. The reporting framework

All Danish organisations that received funding from the Danish NGO Appropriation Act in 2009 were required to contribute to the Ministry of Foreign Affairs' data collection. This comprises new activities launched in 2009 as well as ongoing projects and programmes that were approved in previous years, and which continued to be under implementation in 2009. Based on this criterion, 52 organisations were required to contribute to the reporting. The report thus covers the first year after the revised Strategy for Danish Support to Civil Society in Developing Countries was launched in December 2008.

The number of questions, which each grant recipient was required to answer, was determined by the number of grants, the size of these grants and the type of cooperation that the particular organisation has had with the Ministry of Foreign Affairs. On the one hand, organisations with a single project grant under DKK 10 million answered one question, whereas the six organisations with framework agreements and other organisations with several grants were required to answer a maximum of eight questions.

For the majority of organisations, two questions were obligatory, namely questions 10 and 13 that focus on transparency and predictability in the partnership and contribution to ensuring a locally based, representative and diverse civil society, respectively. These two questions were chosen as obligatory, precisely because they reflect key goals in the Civil Society Strategy and thus in the Ministry of Foreign Affairs' work through the Danish organisations in developing countries.

The reporting applied a web-based platform, developed for this purpose, in which each participating organisation received a password and thus logged on to the platform in order to type in responses to the chosen questions. The distribution of organisation types is presented below:

Type	Number
Organisations with framework agreements	6
Organisations with programme agreements	5
Organisations with several single project grants	19
Organisations and alliances with a single project reporting for each grant with a budget between DKK 10 and 20 million	5
Organisations and alliances with a single project reporting for each grant with a budget under DKK 10 million	14
Pool schemes*	4

* Two pool schemes provided contributions, both as a pool scheme and as a project organisation with several single project grants. For this reason, the total number of responses in this table is 53.

Annex 2. Questions to the organisations

I.	Rights-based development assistance, advocacy work, and a vibrant and open debate
1.	Capacity: In which fashion has the capacity of partner organisations and target groups to work in a rights-based approach been improved, with regards to reducing poverty and marginalisation, and reaching women, children, people with disabilities, indigenous peoples and other particularly vulnerable population groups?
2.	Human rights: To which degree has the Danish organisation's support contributed to the partner organisation's ability to respect and support human rights standards, particularly in terms of reaching women, children, people with disabilities, indigenous peoples and other particularly vulnerable population groups?
3.	Access to services: In which way has the support of the Danish organisation resulted in the partner organisation improving the target groups' (women, children, people with disabilities, indigenous peoples and other particularly vulnerable population groups) access to services and resources from the public sector or other actors?
4.	Potential for change: To which degree has the support of the Danish organisation resulted in the strengthening of the partner organisation and target groups' advocacy work and network, with regard to creating political change at a national and local level, influencing legislation or the passing of already existing legislation, as well as the distribution and use of public assistance?
5.	Influence on areas of policy: In which way has the support of the Danish organisation resulted in the partner organisation and target groups (reaching women, children, people with disabilities, indigenous peoples and other particularly vulnerable population groups) participating actively and intending to influence the public, political and cultural decision-making processes and structures on both a national and local level?
6.	Public debate: To which degree has the public debate been influenced by the efforts of the partner organisations of the Danish organisation, particularly in regards to promoting the needs of reaching women, children, people with disabilities, indigenous peoples and other particularly vulnerable population groups?

II.	Harmonisation and effectiveness of development aid (Paris Declaration and Accra Agenda for Action)
7.	Alignment: Which initiatives, methods and tools has the Danish organisation used in order to promote alignment with the systems and procedures of their partner organisations, both in terms of their own internal requirements and reporting, as well as in terms of the development of the systems and procedures of the partner organisation?
8.	Local ownership: Which initiatives, methods and tools has the Danish organisation used in order to promote the partner organisation's ownership to the joint development intervention?
9.	Harmonisation and context analysis: How and with what results has the Danish organisation promoted harmonisation, coordination and cooperation between the international NGOs/donors working with the same partner, in order to coordinate or complement the work of other actors?
10.	Transparency and predictability: How is the mutual accountability (transparency and predictability) in the partnership as well as between partners and their respective constituencies managed?

III.	Partnership and a representative, legitimate and locally based civil society
11.	Mutual accountability I: How and with what result has the Danish organisation contributed to the strengthening of a mutual and active partnership?
12.	Mutual accountability II: In which way and with what result has the Danish organisation brought its own experiences and capacity into the partnership?
13.	Representation and legitimacy: In which way has a representative, legitimate and locally based civil society been strengthened, and how has the Danish organisation contributed to this?

IV.	Capacity development of civil society organisations
14.	Context: How and with what result has the partner organisation been supported to respond to its external demands in a relevant manner?
15.	Results orientation: How and with what result has the efforts of the Danish organisation strengthened the ability of the partner organisation to achieve results compliant with the indicated plans and strategies?
16.	Efficiency: How and with what result has the partner organisation been supported to function appropriately through the establishment of efficient and suitable internal systems and procedures?
17.	Network and relations: How and with what result has the Danish organisation supported the partner organisation to engage in external networks and relations?

V.	Fragile states and situations
18.	Context and flexible conditions: How and with what results has the Danish organisation sought to influence the context of the current fragile situation?
19.	Stabilisation: In which way and with what result have the efforts of the Danish organisation contributed to conflict prevention, stabilisation (stabilising service delivery) and reconciliation?
20.	Transitional assistance: Which scenarios (possibilities and risks) is the organisation working with, in terms of transition to long-term development assistance?

Annex 3. Organisations that contributed to the report

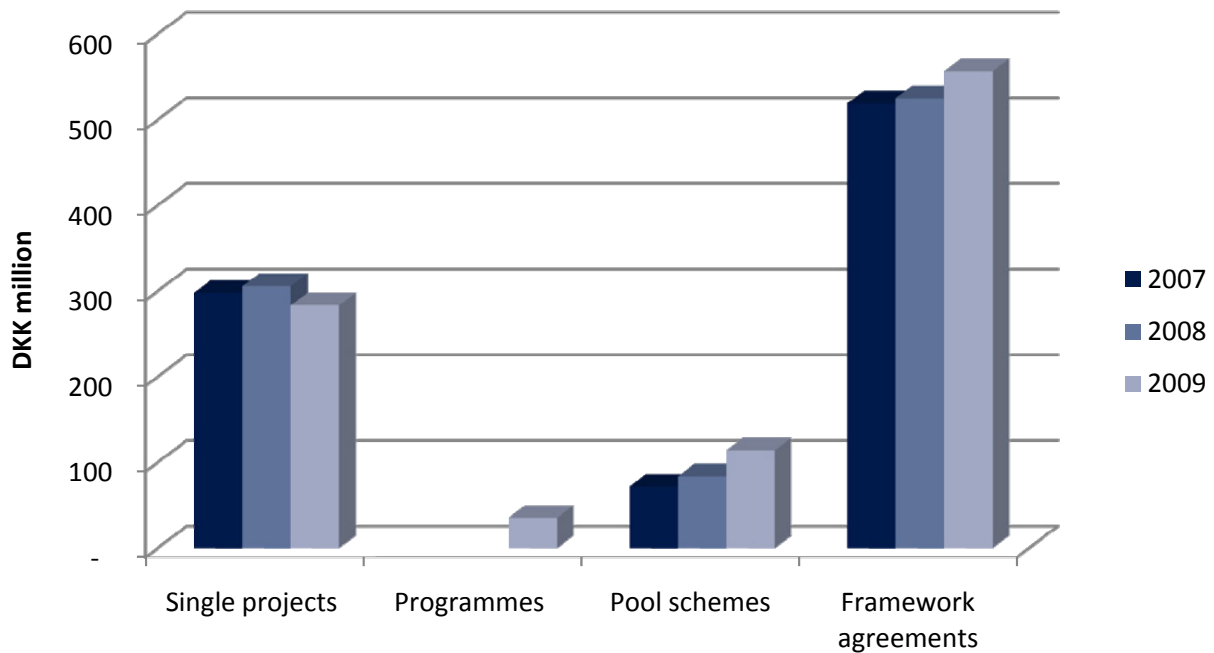
3F
AC International Child Support
ActionAid Denmark
ADDA - Agricultural Development Denmark Asia
ADRA Denmark
Africa Contact
Axis
CARE Denmark
Caritas Denmark
DanChurchAid
Danish Afghanistan Committee
Danish Association for the Disabled
Danish Association of the Blind
Danish Committee for Aid to Afghan refugees
Danish Epilepsy Association
Danish Evangelical Mission
Danish Family Planning Organisation
Danish Forestry Extension
Danish Hunters Association
Danish Leprosy Mission
Danish Mission Council Development Department
Danish Moravian Mission
Danish Organisation for Sustainable Energy
Danish Ornithological Society
Danish Outdoor Council
Danish Palestinian Friendship Association
Danish Red Cross
Danish Refugee Council
Danish Scout Council
Danish Society of Polio and Accident Victims
Danish Youth Council
Danish Vietnamese Association
Danmission
Dialogos
Disabled Peoples Organisations Denmark
FIC
Ghana Friendship Groups in Denmark
IBIS
India Group Funen
International Child Solidarity
International Medical Cooperation Committee
LO/FTF Council
Mission Africa
Mission East
National Association for People with Learning Disability
Nepenthes
Project Advice and Training Centre
Salvation Army in Denmark
Save the Children Denmark
WWF World Wide Fund for Nature Denmark

Annex 4. NGO assistance - by organisation 2007-2009 (DKK 1,000)

Organisation	2007	2008	2009
ActionAid Denmark	158,172	152,434	168,300
DanChurchAid	112,127	114,314	127,726
IBIS	116,557	120,299	121,990
Project Advice and Training Centre	51,500	54,200	81,200
Danish Red Cross	70,720	65,647	70,000
Save the Children Denmark	41,360	45,591	52,534
CARE Denmark	49,275	57,128	43,137
LO/FTF Council	38,687	40,271	39,425
ADRA Denmark	27,807	33,318	33,807
3F	29,787	28,683	28,644
Disabled Peoples Organisations Denmark	14,112	17,666	20,856
Danish Committee for Aid to Afghan Refugees	19,400	8,500	20,000
Caritas Denmark	14,329	15,535	17,931
Danish Mission Council Development Department	10,776	16,944	17,801
WWF World Wide Fund for Nature Denmark	14,652	8,788	15,176
The Renovation and Shipment Grant	15,475	16,600	15,000
Danmission	7,668	9,097	14,016
Danish Organisation for Sustainable Energy	4,812	4,841	11,524
Danish Afghanistan Committee	10,221	11,000	11,000
Ghana Friendship Groups in Denmark	13,756	9,750	10,190
Nepenthes	9,891	8,307	8,454
ADDA - Agricultural Development Denmark Asia	5,674	3,880	7,768
Danish Association for the Disabled	6,350	2,268	7,434
Danish Family Planning Organisation	4,323	5,003	7,381
Danish Burma Committee		9,101	6,211
FIC	2,950	4,084	5,668
Mission East	3,662	8,364	4,910
International Child Solidarity	3,917	4,502	4,811
Danish Hunters Association	5,600	8,115	4,671
Danish Youth Council	3,683	8,505	4,351
AC International Child Support	1,767	2,618	3,528
International Medical Cooperation Committee	1,961	3,290	2,790
Dialogos	4,613	4,256	2,710
Danish Society of Polio and Accident Victims	3,254	4,245	2,705
Danish Association of the Blind	2,100	3,962	2,634
Danish Outdoor Council	1,069	3,260	2,593
Africa Contact	847	1,529	2,538
Danish Evangelical Mission	835	2,200	2,338
Danish Leprosy Mission			2,300
National Association for People with Learning Disability	2,892	1,000	2,148
Danish Ornithological Society	2,000	3,000	2,095
Danish Refugee Council			2,000
Danish Scout Council	945	2,334	1,845
Danish Forestry Extension	489	1,255	1,626
Danish Palestinian Friendship Association			1,500

Organisation	2007	2008	2009
Danish Epilepsy Association	1.861	825	1.433
Baprist Union of Denmark	1.953	1.000	1.323
Danish Vietnamese Association	338		1.311
Danish-Mongolian Society	812	2.900	1.250
Axis	1.125	1.150	1.177
Salvation Army in Denmark	300	1.400	1.100
India Group Funen	1.158	2.149	1.050
Mission Africa		900	845
Danish EU-NGO platform	450	900	840
Shortcut to Development	666	804	734
Danish Moravian Mission	300	700	700
Max Havelaar Foundation in Denmark	685	750	612
Association of Folk High Schools in Denmark	530		185
92 Group	1.200		51
Danish Institute for Human Rights	19.200	18.353	
UNICEF Denmark		899	
Bikes for Senegal	662	530	
Danish Society for a Living Sea	150	55	
Labour Movement's International Forum	7.800		
RAZON	1.615		
Danish Central American Committee	467		
Children in Africa	290		
Danish Beekeepers' Association	50		
Repayments and adjustments for the year	-473	-462	-832
Total	931,156	958,539	1,029,046

Annex 5. NGO assistance - by grant type 2007-2009



Annex 6. Financial Commitments from the NGO Appropriation Act for Development Projects 2007-2009 (DKK)

Organisation	Country/Region	Project Title	Period	Financial Commitment
3F	Central America	Comprehensive Regional Project for Trade Union Development in Central America and the Caribbean	2007 - 2007	1,975,920
	Central America	Comprehensive Regional Project for Trade Union Development in Central America and the Caribbean	2007 - 2009	21,710,000
	Southern Africa	Strengthening the Role of the Trade Union Movement in Poverty Reduction and Promotion of Democracy	2008 - 2008	4,961,073
	Philippines	Empowering Women in the Informal Sectors in the Philippines	2008 - 2009	498,129
	Gaza/West Bank	Capacity Development and Democratisation of the Palestinian Trade Union Movement	2008 - 2010	7,761,743
	Southern Africa	Strengthening the Role of the Trade Union Movement in Poverty Reduction and Promotion of Democracy	2008 - 2010	19,476,213
	Nepal	Promotion of Women's Rights	2009 - 2011	3,242,630
	Philippines	Empowering Women in the Informal Sectors in the Philippines	2009 - 2011	4,484,719
	Interregional	Strengthening of a Trade Focused Union Movement in Latin America	2009 - 2011	21,636,239

Organisation	Country/Region	Project Title	Period	Financial Commitment
AC International Child Support	Ethiopia	Embrace the Future - Empowerment for Children's Right to Education, Health, Participation and Protection	2009 - 2012	5,683,500
	Bolivia	Healthy and Secure Children. Exposed Children's Right to Health Care Services	2009 - 2014	6,730,703
ActionAid Denmark	Interregional	Support to the Professional Networks of Private Organisations – Thematic Forum	2007 - 2009	3,500,000
	Mozambique	AIDS Activists in the Frontline – Strengthening a Behavioural Change Approach	2007 - 2009	3,009,000
	Interregional	Danish Network for Development Workers under the Danish Coffee Club	2008 - 2010	2,236,891
	Zambia	Innovative Approaches to Securing Women's Land Rights in Zambia	2009 - 2012	4,799,660
ADDA - Agricultural Development Denmark Asia	Cambodia	Integrated Women Empowerment Project: Empowerment of Living Conditions for Women	2009 - 2012	8,115,866
	Tanzania	Community-Based Farmer Organisations in Tanzania	2009 - 2011	4,839,165
ADRA Denmark	Malawi	Let's Fight AIDS in Malawi – Building Capacity for Change	2007 - 2010	20,700,000
	Rwanda	Uniformed Personnel and Prisoners – Coping with the Risk of HIV and AIDS When Families are Separated	2007 - 2010	7,700,000
	Sudan	Primary Education in Southern Sudan	2008 - 2011	16,250,000
	Uganda	ADRA Country Programme for Uganda: "Action for Social Change in Karamoja"	2009 - 2011	22,000,000
	Burundi	Breaking the Silence: Children Engaging in Dialogue on HIV and AIDS Through Radio	2009 - 2012	9,000,000
	Malawi	Resilience and Capacity Building for Vulnerable Households and Communities Affected by HIV and AIDS	2009 - 2011	8,000,000
	Malawi	Let's Fight AIDS in Malawi – Building Capacity for Change	2010 - 2011	6,000,000
	Rwanda	Rwanda Integrated Rural Education Programme	2010 - 2010	2,000,000
Africa Contact	South Africa	Building Democracy from Coast to Coast	2009 - 2012	7,358,433
Axis	Bolivia	Strengthen the Work with SRSR – HIV and AIDS in the Highland and Lowland in Bolivia	2008 - 2011	3,499,961

Organisation	Country/Region	Project Title	Period	Financial Commitment
CARE Denmark	Mozambique	Local Community Organisations in the Fight Against HIV and AIDS	2007 - 2009	5,982,500
	Ghana	Chiefs and HIV-Patients Preventing HIV and AIDS and Stigma	2008 - 2010	4,499,996
	Nepal	Jaladh Integrated Watershed and Natural Resource Management Programme	2008 - 2011	14,888,842
	Niger	Initiative to Combat De-Feminisation of Agriculture in Niger	2010 - 2014	5,765,295
Caritas Denmark	India	Integrated Sustainable Community Development Project	2007 - 2010	4,123,055
	Uganda	Sustainable Return and Development	2007 - 2012	9,986,692
	Niger	Promoting Justice and Democracy in Niger	2008 - 2010	6,304,000
	Niger	Food Security and Village Organisation in Two Municipalities in Niger	2008 - 2012	7,228,089
	Uganda	Poverty Reduction Through Strengthening of Family Farmers' Civil Society Organisations	2009 - 2011	23,100,000
	Uganda	Strategic Partnership and Extension of Community Initiatives and Livelihoods	2009 - 2009	400,000
DanChurchAid	Malawi	Preventing HIV and AIDS from a Gender and Faith-Based Perspective	2008 - 2011	6,658,824
	Malawi	Project for Strengthening Women's Social and Economic Self-Determination	2008 - 2011	5,136,000
	Interregional	Support to Professional Networks 2009	2009 - 2009	1,585,000
	Central Asia	Prevention of HIV Transmission Among Tajik and Kyrgyz Labour Migrants	2009 - 2010	1,616,426
	Ethiopia	An Innovative Approach to Fighting the HIV and AIDS Epidemic in Ethiopia	2010 - 2012	5,672,000
	Democratic Republic of Congo	Reduction of Gender-Based Violence	2009 - 2011	8,500,000
Danish Association of the Blind	Ghana	Strengthening the Disability Movement	2008 - 2009	5,923,700
	Ghana	Strengthening the Disability Movement in Ghana	2010 - 2013	20,303,000
Danish Association for the Disabled	Nicaragua	Human Rights Project	2008 - 2008	2,268,000
	Central America	Danish Association for the Disabled 's Regional Organisational Development Project for Honduras and Nicaragua	2009 - 2012	22,030,000
	Uganda	Empowering the Invisible – Improving the Livelihood of People with Disabilities	2009 - 2011	9,686,469
Danish Burma Committee	Burma	Support to National Reconciliation and Promotion of Civil Society in Burma	2009 - 2009	3,888,453
Danish Committee for Aid to Afghan Refugees	Afghanistan	Reconstruction and Development Programme	2009 - 2009	20,000,000

Organisation	Country/Region	Project Title	Period	Financial Commitment
Danish Epilepsy Association	Uganda	Bringing Epilepsy Out of the Shadows in Uganda	2007 - 2010	4,823,178
Danish EU-NGO Platform	Interregional	The NGO - EU platform	2009 - 2009	500,000
Danish Evangelical Mission	Liberia	Scaling up HIV and AIDS Prevention and Care	2008 - 2013	13,541,000
Danish Family Planning Association	Interregional	Support to the Professional Networks of Private Organisations – The NGO Network on AIDS and Development	2007 - 2008	2,438,102
	Vietnam	Ensuring Young People's Rights to Sexual and Reproductive Health, including Protection against HIV and AIDS in Rural Areas in Vietnam	2007 - 2011	8,566,012
	Uganda	HIV Prevention amongst Vulnerable and Hard-to-Reach Youth in Uganda	2008 - 2012	9,994,517
Danish Forestry Extension	Mozambique	Forest Extension to Farmers in Mozambique	2009 - 2012	8,233,529
Danish Hunters Association	Malawi	Capacity Development of Lake Chilwa Bird Hunters Association	2007 - 2007	1,498,856
	Malawi	Capacity Development of Lake Chilwa Bird Hunters Association	2007 - 2008	210,000
	Tanzania	Natural Resource Protection and Utilisation in the Wami Mbiki region	2007 - 2007	791,300
	Tanzania	Natural Resource Protection and Utilisation in the Wami Mbiki region	2007 - 2011	9,923,800
	Malawi	Capacity Development of Lake Chilwa Bird Hunters Association	2008 - 2008	493,311
	Malawi	Action-Based Nature and Game Administration Classes in Primary Schools	2008 - 2010	3,913,100
	Malawi	Community Based Wildlife Management Supported by Civil Society	2008 - 2010	11,983,800
	Tanzania	Networking Community Wildlife Management Areas in Tanzania	2009 - 2011	6,555,300
Danish Institute for Human Rights	Interregional	Rolling Partnership Agreement (Projects)	2007 - 2007	19,200,000
	Interregional	Rolling Partnership Agreement (Projects)	2008 - 2008	19,200,000

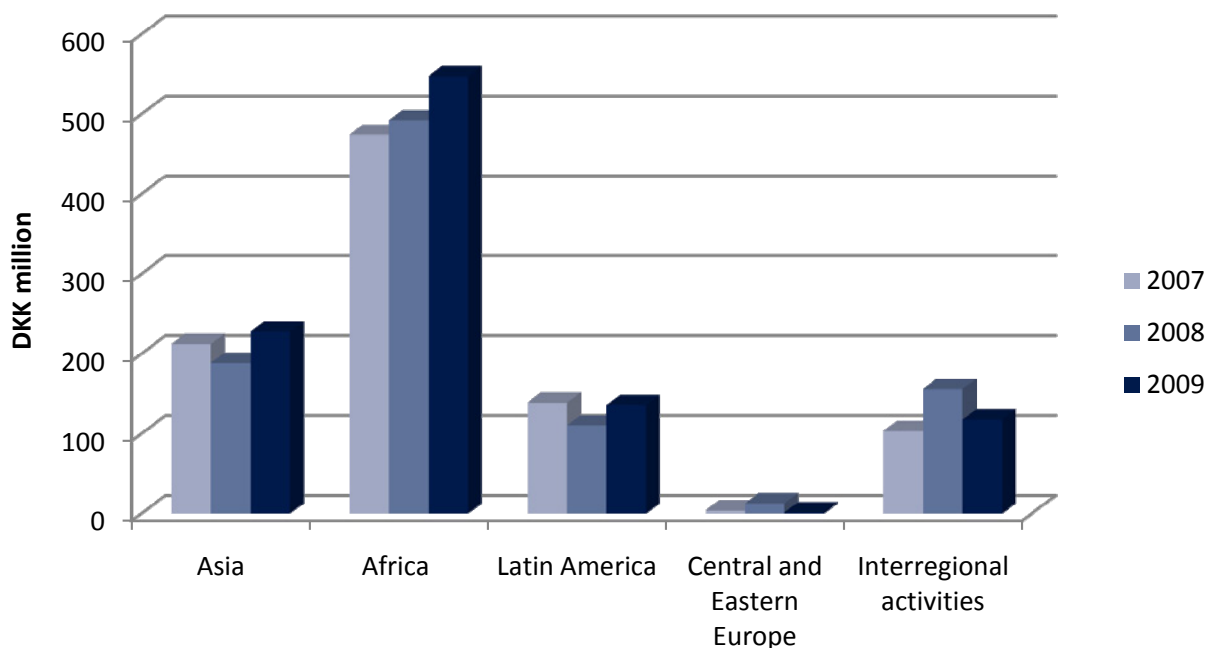
Organisation	Country/Region	Project Title	Period	Financial Commitment
Danish Mission Council Development Department	Interregional	School Fees for Children of Parents Posted by Private Organisations to Development Aid Work in Developing Countries	2007 - 2007	3,494,576
	Interregional	School Fees for Children of Parents Posted by Private Organisations to Development Aid Work in Developing Countries	2008 - 2008	3,072,623
	Tanzania	Strengthening Primary Health Care Through Capacity Building, Advocacy and Quality Assurance	2008 - 2013	8,727,600
	Bangladesh	Rehabilitation of Disabled People in Local Communities in Northwestern Bangladesh	2009 - 2012	9,828,100
	Interregional	School Fees for Children of Parents Posted by Private Organisations to Development Aid Work in Developing Countries	2009 - 2009	3,544,304
Danish-Mongolian Society	Mongolia	Strengthening of Social Partnership Network in Mongolia	2007 - 2011	4,964,814
Danish Organisation for Sustainable Energy	Mozambique	Sustainable Urban Development: Maputo Action 21	2007 - 2010	7,798,604
	Vietnam	Sustainable Development in Peri-Urban Areas in Ha Nam	2008 - 2011	8,656,719
	Kenya	Sustainable Environment and Community Development in Kisumu	2009 - 2012	8,955,379
	Mozambique	Sustainable Energy Activities in Local Areas of Sofala	2010 - 2012	8,200,712
	Vietnam	Local Agenda 21 Activities in Poor and Low-Income Areas in Hanoi	2009 - 2012	3,996,810
	Kenya	Christmas Calendar 2009: Under the Same Sky: Schools for Sustainable Development	2009 - 2013	3,400,000
Danish Ornithological Society	Indonesia	Sustainable Management of Mbeliling Forest on Flores, Indonesia	2007 - 2010	7,974,488
Danish Palestinian Friendship Association	Palestine	A Greener and Fruitful Palestine	2009 - 2011	4,700,000
Danish Red Cross	Burma	HIV Prevention Among Key Populations at Higher Risk	2008 - 2010	4,670,282
	Uganda	Mobilising the Local Community to Fight HIV and AIDS. An Integrated Project for Internally Displaced People and Uniformed Servicemen in a Post-Conflict Context in Uganda	2010 - 2012	3,800,000
	Togo	Strengthening the Role of Women in the Plateaux Region of Togo	2010 - 2011	3,870,684
Danish Refugee Council	Interregional	West African Women – Together for Economic Rehabilitation and Recovery Through Agriculture	2008 - 2011	8,000,000
Danish Society of Polio and Accident Victims	Philippines	Breaking Barriers for Children and Young Adults with Disabilities in the Philippines	2007 - 2011	15,948,200
Danish Vietnamese Association	Vietnam	Child Survival in Southern Vietnam	2008 - 2010	6,125,792

Organisation	Country/Region	Project Title	Period	Financial Commitment
Danmission	Egypt	Dialogue Programme on Religion and Development	2007 - 2009	9,863,800
	Egypt	Improving Quality of Life by Enhancing Sexual and Reproductive Health and Rights in Egypt	2007 - 2009	7,160,700
	India	Health & Community Development Programme in Tribal Areas	2007 - 2012	9,598,550
	Egypt	Promoting Sustainable Poverty Reduction Through Community Based Organisation, Capacity Building and Advocacy	2009 - 2013	13,052,550
	Egypt	Enabling Children at Risk to Fulfil Their Rights	2009 - 2013	7,450,580
	Egypt	Dialogue Programme on Religion and Development	2010 - 2013	8,550,460
Dialogos	Nepal	Solokhumbu Edu-Communication Project	2007 - 2012	3,885,886
	Bolivia	Integrated Health Project in the Oropeza Province	2008 - 2012	5,981,522
Disabled Peoples Organisations Denmark	Uganda	Sexual and Reproductive Health and Rights for Women and Girls with Disability	2010 - 2013	5,519,778
FIC	Kenya	Organisational Development in the Employees Organisation in the Port Industry	2008 - 2011	5,709,000
	Tanzania	Access to Employment and Influence for Youths	2008 - 2011	6,803,941
Ghana Friendship Groups in Denmark	Ghana	The School for Life Programme	2008 - 2010	9,411,651
	Ghana	Empowerment for Life Programme	2010 - 2012	23,142,000
IBIS	Ghana	Alliance for Change in Education. Improving the Quality of Education in Northern Ghana	2007 - 2010	19,678,127
	Mozambique	Building Circles of Support to Orphans and Vulnerable Children	2007 - 2010	2,070,944
	Interregional	Support to the Professional Networks of Private Organisations - The Danish NGO Education Network	2008 - 2009	2,158,190
	Mozambique	Women in Politics in Cabo Delgado	2010 - 2012	3,180,575
India Group Funen	India	Food and Livelihood Security for the Poor Through a Local Self-Governance Approach of Decentralised Natural Resource Management	2007 - 2011	5,097,429

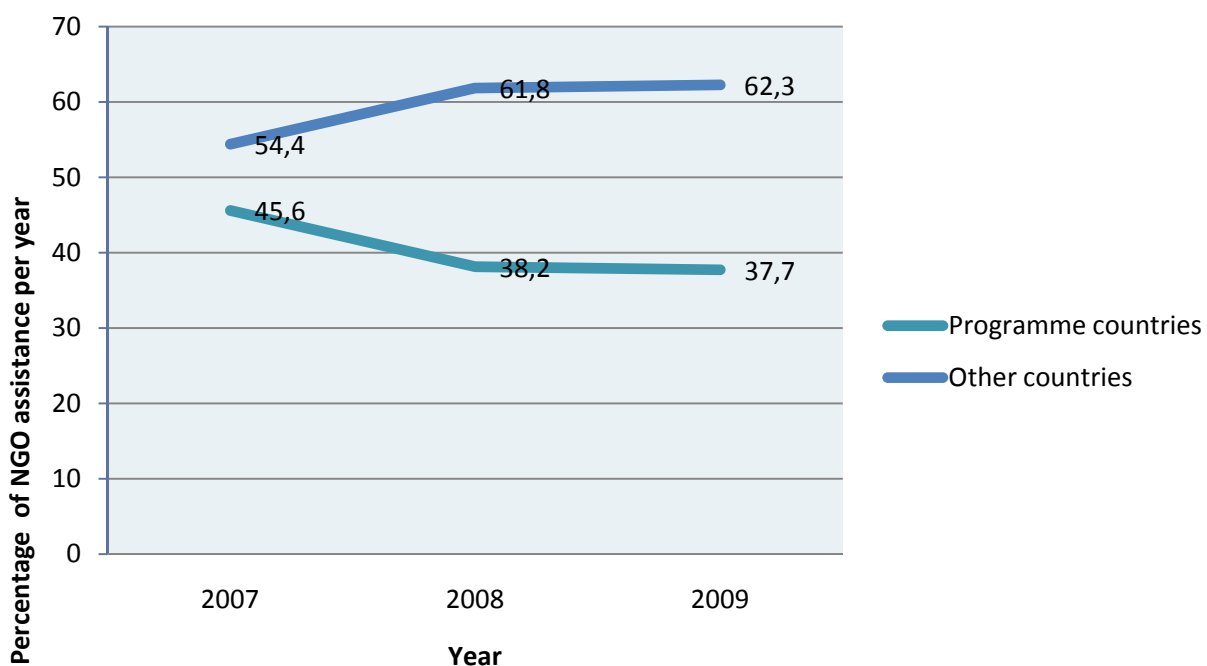
Organisation	Country/Region	Project Title	Period	Financial Commitment
International Child Solidarity	Nicaragua	Strengthening the Efforts Against HIV and AIDS for Sexually Abused and Drug-Addicted Children and Young People	2007 - 2010	4,339,445
	Nicaragua	Capacity Building of MILAVF for Strengthening the Rights of Children	2008 - 2011	6,575,880
	Bolivia	Capacity Building of COMPA for Strengthening the Rights of Children	2009 - 2011	3,826,000
	Nicaragua	Alphabetising of Market Children	2009 - 2012	7,230,965
LO/FTF Council	East Africa	Good Governance and Local Social Dialogue in East Africa	2007 - 2010	24,360,000
	Ghana	Poverty and Empowerment	2008 - 2010	9,853,485
	Philippines	Improving the Quality of the Public Sector	2007 - 2008	298,895
	Southern Africa	Preventing HIV and AIDS in Southern Africa	2007 - 2010	4,885,283
	Southern Africa	Democracy and Education at Workplace Level	2008 - 2008	1,157,221
	Asia	Social Dialogue and Democracy in Asia	2008 - 2009	1,478,391
	Asia	Poverty and Empowerment	2008 - 2009	3,580,095
	Central America	Equality and Stability in Central America. Dialogue and Social Responsibility in the Labour Market	2008 - 2010	23,869,986
	Philippines	Improving the Quality of the Public Sector	2008 - 2010	3,810,000
	Southern Africa	Decent Work, Democratisation and Poverty Reduction in Southern Africa	2008 - 2011	24,960,000
	Interregional	The NGO - EU Platform	2009 - 2009	340,000
	West Africa	Employment and Poverty Reduction in West Africa	2009 - 2010	4,934,586
	Interregional	Support to Decent Work in Asia – A Regional Programme 2009-11	2009 - 2011	30,676,560
Mission East	Armenia	Towards Education for All	2007 - 2009	2,899,034
	Armenia	A Healthy Start: Promoting the Rights of Children with Disabilities	2008 - 2011	10,996,750
National Association for People with Learning Disability	Uganda	Children with Learning Disabilities - Vision in Action	2007 - 2007	572,245
	Uganda	Children with Learning Disabilities - Vision in Action	2007 - 2010	5,470,489
	Uganda	Children with Learning Disabilities - Vision in Action	2010 - 2013	6,700,000
Nepenthes	Panama	Collective Property Rights for the Emberá and Wounaan Indians	2008 - 2010	4,020,439
	Honduras	Sustainable Tourism	2008 - 2012	8,896,000
	Nicaragua	Sustainable Tourism in Nicaragua	2009 - 2011	5,000,000
	Nicaragua	Forestry for Indigenous Peoples in Rosita	2009 - 2011	6,993,341

Organisation	Country/Region	Project Title	Period	Financial Commitment
Save the Children Denmark	Interregional	Support to the Professional Networks of Private Organisations – The Danish Children and Youth Network	2007 - 2009	1,990,200
	Ethiopia	Safe Environment and Non-Discrimination in Schools in Ethiopia	2009 - 2012	4,765,584
UNICEF Denmark	Uganda	Christmas Calendar 2008: Sports for Life	2008 - 2011	898,550
WWF World Wide Fund for Nature Denmark	Tanzania	Community Development and Sustainable Management of Marine Resources in Mnazai Bay and Ruvuma Estuary Marine Park in Tanzania	2007 - 2010	9,492,070
	Uganda	Forest for People – Participatory Environmental Management in Uganda	2007 - 2010	9,222,004
	Mozambique	Community Development and Sustainable Management of Marine Resources	2008 - 2011	6,812,000
	Interregional	Thematic Programme: A Future for Our Planet Where People Live in Harmony with Nature	2009 - 2011	22,750,000
	Indonesia	Christmas Calendar 2010: Environmental Education for Children in Papua – for a Brighter Future for Nature and People	2010 - 2014	4,200,000
Adjustments and repayments in the period				2,062,960
Total				1,092,545,819

Annex 7. NGO assistance – by region 2007-2009



Annex 8. Programme countries and their proportion of NGO assistance 2007-2009



*Egypt stopped being a programme country in 2009 and therefore was not included this year. The fall in the programme countries' proportion from 2008 to 2009 is thus due to the fewer number of countries in 2009. If Egypt had been included, the programme countries' proportion of NGO assistance would be 38.8 per cent in 2009.

Annex 9. NGO assistance – by country in 2009 (DKK million)

Country	Project assistance through Danish organisations	Danida's total bilateral expenditure	Assistance through Danish organisations as a percentage of bilateral assistance
Afghanistan	31.40	456.46	7
Armenia	6.03	14.37	42
Asia	16.88	29.83	57
Bangladesh	17.60	253.50	7
Bhutan	0.70	65.37	1
Burma	6.11	52.26	12
Cambodia	18.94	87.95	22
Central Asia	3.88	7.59	51
East Asia	0.69	0.69	100
Gaza/West Bank	10.53	108.72	10
Georgia	0.09	13.56	1
India	25.60	29.47	87
Indonesia	5.00	69.55	7
Kazakhstan	0.72	1.32	55
Kirgyzstan	2.50	4.50	55
Laos	5.42	5.42	100
Middle East	0.80	43.44	2
Mongolia	3.22	3.21	100
Nepal	30.27	230.29	13
Pakistan	3.43	23.96	14
Philippines	7.28	7.65	95
Sri Lanka	0.36	197.17	0
South Asia	1.65	1.65	100
Thailand	1.12	15.66	7
Vietnam	24.29	366.97	7
Yemen	2.88	17.44	17
Asia, total	227.39	2,107.99	11
Africa	-0.05	146.44	0
Angola	12.91	20.25	64
Burkina Faso	0.02	192.74	0
Burundi	4.32	41.32	10
Cameroun	1.11	1.30	86
D. R. Congo	5.40	28.98	19
East Africa	1.90	9.27	20
Egypt	10.87	88.13	12
Eritrea	3.64	2.98	122
Ethiopia	17.53	70.95	25
Ethiopia/Somaliland	11.24	11.24	100
Gambia	1.84	1.84	100
Ghana	45.93	471.97	10
Guinea-Bissau	0.23	1.53	15
Kenya	34.43	322.20	11

Country	Project assistance through Danish organisations	Danida's total bilateral expenditure	Assistance through Danish organisations as a percentage of bilateral assistance
Lesotho	0.02	0.71	3
Liberia	12.64	47.12	27
Madagascar	0.29	0.29	100
Malawi	39.58	39.36	101
Mali	3.81	98.26	4
Morocco	0.19	7.05	3
Mozambique	49.16	558.92	9
Niger	11.49	61.95	19
Nigeria	0.42	1.03	41
Rwanda	11.94	12.20	98
Senegal	1.00	1.00	100
Sierra Leone	16.09	16.09	100
Somalia/Somaliland	1.67	1.67	100
South African Rep.	7.95	107.61	7
South Saharan Africa	3.00	35.93	8
Southern Africa	17.55	35.61	49
Sudan	16.99	189.70	9
Swaziland	1.52	2.19	70
Tanzania	40.74	571.25	7
Togo	6.69	6.69	100
Uganda	90.46	499.72	18
West Africa	7.28	11.77	62
Zambia	29.97	255.68	12
Zimbabwe	25.69	149.42	17
Africa, total	547.45	4,122.32	13
Bolivia	12.35	183.51	7
Central America	58.83	112.06	52
Colombia	1.41	1.46	96
Cuba	0.07	0.07	100
Ecuador	0.17	5.03	3
El Salvador	0.06	0.06	100
Guatemala	8.11	8.11	100
Honduras	13.93	14.10	99
Latin America	9.22	14.13	65
Nicaragua	8.59	144.42	6
Panama	2.00	2.00	100
Paraguay	0.84	0.84	100
Peru	2.87	2.87	100
South America	17.04	17.04	100
Latin America, total	135.48	505.69	27

Country	Project assistance through Danish organisations	Danida's total bilateral expenditure	Assistance through Danish organisations as a percentage of bilateral assistance
Moldova	0.65	1.80	36
Ukraine	0.66	9.19	7
Central and Eastern Europe, total	1.31	10.99	12
Interregional activities	117.41	1,148.76	10
Total	1,029.05	7,895.76	13



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the Civil Society Strategy in 2009
February 2011

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Design and printing
Ministry of Foreign Affairs of Denmark

Cover photo
Villagers gather at the city square in the Kpasenkpe village in the Northern part of Ghana (fotograf: Klaus Holsting/Danida).

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