

Final Management response & Follow-up Note

Evaluation of Civil Society Strategy 2008-2012

This Note summarises the main findings, lessons learned and recommendations from the final report of the Evaluation of the Civil Society Strategy (2008-12). It also includes Danida's comments (management response) and follow-up to the evaluation (inserted in italics after recommendations and action points). Preparation of the management response has been coordinated by the civil society team in HCP. The Evaluation itself was commissioned and managed by the Evaluation Department in Danida, but conducted by an independent team of international and local consultants from Uganda and Nepal selected by Intrac (UK) in collaboration with TANA (DK) and Indevelop (Sweden).

Executive Summary

Danish support to civil society in developing countries is highly regarded by Southern partners as both relevant and effective. There is evidence it has contributed to strengthening civil society and supporting open, vibrant debate in priority countries. In particular, Danish support to capacity development, advocacy and networking continue to be seen as important pathways to achieve a stronger, more independent, diverse civil society. Danida's Civil Society Strategy has performed an important role in formalising the role of civil society in Denmark's development cooperation, but it has not been systematically operationalised, monitored and reported on across Danida's cooperation modalities. Danida can build on its achievements to strengthen the impact and influence of its support to civil society i.e.

- Developing a Civil Society Policy in support of Denmark's development cooperation strategy;
- Supporting Danish civil society organisations (CSOs) to develop innovative, effective partnerships with Southern CSOs that reflect the changing dynamics of civil society in developing countries; and
- Maintaining a mix of funding windows to respond to the diversity of civil society in developing countries.

Background and methodology

Danida's current Civil Society Strategy, first developed in 2000 and updated in 2008, was the product of close collaboration with Danish development CSOs. It sets out a series of strategic goals to guide Danish support to Southern civil society across Danida's cooperation modalities, including Danish non-governmental organisations (NGOs), embassies and multi-donor funds. Danida commissioned this evaluation to review how well the strategy was operationalised from 2008 onwards and how it might be more effectively implemented, monitored and evaluated in the future. However, the strategy was not 'operationalised' in the sense of being systematically rolled out and monitored across all cooperation modalities in Danida. No operational framework was produced for the Strategy with explicit methods or indicators with which to monitor progress. The evaluation, therefore, developed a draft intervention logic and impact framework from the content of the strategy. This was supplemented by an evaluation framework based on the DAC evaluation criteria. A mixed methods approach gathered evidence from a variety of sources including two country studies, two 'at distance' country reviews; interviews with key stakeholders and a variety of desk reviews. The evaluation also conducted an online survey of 1,000 Southern CSOs partners in 11 countries and an analysis was drawn from 273 'clean' responses.

Key findings

Relevance

Although knowledge of the Civil Society Strategy was limited, local CSOs affirmed the continuing relevance to the local context of the first three strategic goals of the strategy – vibrant, open debate; independent, locally based civil society; and the importance of capacity development, advocacy and networking. These were seen to be particularly relevant to the objectives of governance, democracy and human rights programmes.

However, country studies indicated that civil society gains at local or district level may not be reflected by pro-poor policy or practice changes at national level. This highlights an important assumption in the strategy i.e. the link between a strong, vocal civil society and pro-poor governance and development. This assumption of a government capable and willing to respond to the needs of its citizens needs to be reviewed as Danida works increasingly in fragile or conflict-affected contexts. Support to civil society should be more explicitly coordinated with state-building and humanitarian efforts.

Local stakeholders perceive Danish support to civil society as very relevant in terms of target populations, thematic focus and diversity of cooperation modalities. Danida supports a wide

range of civil society actors, from district to national level, but it was not possible to draw any definitive conclusions about the relevance of the partner portfolios of different modalities. Each modality has different mechanisms to ensure it is targeting the right populations and partners in line with programme objectives. Both embassies and Danish NGOs would benefit from a more explicit, dynamic analysis of civil society at country level in order to assess the relevance of civil society partners and approaches.

Effectiveness

Open, vibrant debate

Danida support to civil society contributes to open, vibrant debate on development issues in partner countries, in Denmark and at international level. At an international level it has promoted civil society engagement in following up the Paris Declaration through its support to the BetterAid and Open Forum initiatives, and by supporting civil society participation in Busan. It has supported civil society participation in climate change processes at COP 15 in Copenhagen and as a key funder of the Southern Voices project, strengthening the voice of those most vulnerable to climate change in national and international climate debates.

In Denmark, Danida has supported public awareness initiatives such as the World's Best News, a Danish campaign to influence public awareness on progress to the Millennium Development Goals. Danish NGOs also foster public debate through their public awareness and campaigning work. It should be acknowledged that "points of difference", including overt criticism of Danish government policy if relevant, are a feature of open, vibrant debate.

Danish support in Nepal and Uganda has increased civil society public debate despite legal and regulatory frameworks that enable governments to inhibit debate, if necessary. For example, Danish support to CSOs in Nepal has significantly increased space for public debate and citizen participation in local governance, particularly at micro- and meso-levels. CSO representatives in Uganda also credit Denmark with a distinctive role among the donor community in supporting civil society advocacy on good governance and human rights. In both cases, however, an increased civil society voice has yet to lead to improved operating conditions for civil society and pro-poor outcomes at a national level.

Independent, representative, locally-based civil society

Southern civil society partners of embassies and Danish Programme NGOs (including CSO pooled funds in Denmark) were more positive about the contribution of Danish support to this goal than partners of other modalities.

Support to improve the transparency and accountability of CSOs was a key aspect of the Danish support to civil society across modalities. This can take several forms – by taking representativeness and diversity into account in the choice of strategic partners (Human Rights and Good Governance Advisory Unit (HUGOU) in Nepal); helping CSOs improve their internal governance including elected, representative Boards (Democratic Governance Facility (DGF) in Uganda); support to NGO networks in Nepal and Uganda to establish Codes of Conduct for the sector; strengthening the internal democracy of a trade union movement (Danish Federation of Trade Unions and the Danish Confederation of Salaried Employees and Civil Servants Council in Zanzibar); or, more generally, increasing the awareness of rights holders and duty-bearers about democratic processes and the importance of inclusion.

Southern CSOs generally considered that Danish support had enhanced a sense of local ownership, with some qualifications. The strategic partnership model in both Uganda and Nepal was thought to strengthen local ownership by providing multi-annual core funding to the strategic programmes of partners and by helping to strengthen their internal governance. Project-based support, whether provided by a pooled fund or NGO, tended to be seen as not as conducive to local ownership if project priorities are determined by the donors. Some CSO partners criticised the perceived ‘conditionality’ of Danish NGO programme funding – although this can also be explained in terms of their tougher accountability demands of partners. Respondents believed the ‘indigenisation’ of some support mechanisms in recent years, such as the Independent Development Fund in Uganda and the Foundation for Civil Society in Tanzania had strengthened local ownership. The membership of some Danish NGOs of international confederations and federations with Southern members or affiliates was seen by some respondents as strengthening locally-based civil society; others viewed it as competing with local organisations.

NGOs/CSOs access to Southern funding.

Supporting a strong, diverse civil society presents a challenge in balancing the principles of effectiveness and diversity. Although specific funding windows also exist for smaller CSOs, the trend is for Danish support modalities to work directly with fewer, ‘strategic’ partners to maximise impact, demonstrate results, reduce transaction costs and minimise risk. To continue to

be relevant to the complex, changing environments in which it works Danida support must be able to identify and support new, emerging civic actors. It needs to avoid ‘institutionalising’ its partner profile – by supporting today’s civil society actors on the basis of yesterday’s performance rather than investing in tomorrow’s drivers for change.

Capacity development, advocacy and networking

CSOs reported a high level of satisfaction with the support provided to their capacity development through all modalities. CSO partners value capacity development support not only in terms of funding or training but through on-going monitoring, advice and support (as is found in different forms of Danida strategic partnerships). Danish NGOs play an important role in supporting the organisational development of partners; capacity development in their areas of technical competence; and through people-to-people initiatives. There is need, however, for Danish NGOs to more systematically monitor and report the effectiveness of these efforts at outcome level.

Both country studies reported examples of CSO advocacy in both ‘invited’ and ‘claimed’ spaces. Danish support to CSO advocacy in Nepal has contributed to positive changes for poor and marginalised people at local and district level despite a difficult political environment. The Uganda study documented examples of CSOs advocacy in ‘claimed spaces’ – e.g. in relation to anti-corruption. The experience of Danish NGO/CSO’s work with partners – e.g. in the forestry sector, on child labour issues and trade unions – indicates that successful coalition building for advocacy may take years of effort.

Danish support to networking is particularly evident at a local and national level, although less so with regard to cross-sectoral and international networking. The Nepal study highlighted the support provided by the Rights, Democracy and Inclusion Fund and Danish NGOs to networking at a local and district level. Similarly, Danish support, including that of Danish NGOs, in Uganda has been instrumental in creating and strengthening issue-based national and district networks. The Danish-Arab Partnership Programme, which supports professional dialogue and networking through partnership programmes addressing existing processes of reform and democratisation, provides an interesting example of ‘horizontal’ partnerships, as do a number of other examples of networking between specialised or professional networks in Denmark and developing countries.

Efficiency

The evaluation was unable to make any authoritative comparison of the efficiency of different cooperation modalities since this requires an analysis of both the costs, outputs and/or outcomes of comparable entities. The current system for monitoring, evaluating and reporting on Danish support to civil society is not robust enough to provide this information. There is a tendency to view multi-donor funding arrangements as cost-efficient since administrative costs are shared and potential impact increased by pooling resources. However, initial transaction costs may be high and on-going costs are dependent on the management arrangements adopted and the ‘value-added’ offered to grantees. Calls for proposals can also involve high transactions costs for both funders and particularly for applicants. Strategic partnerships are seen as cost-efficient by investing in a fewer number of partners over a longer period of time. In comparison, project funding – particularly short-term grants – is perceived as more resource intensive.

Sustainability

Local NGOs/CSOs in the countries under review have a high level of financial dependence on foreign donors, especially those engaged in advocacy work. Survey responses indicate that CSO partners of pooled funds are more reliant on that source of funding than CSOs partners of other modalities. The strategic partnership/framework funding model is seen by some to enable CSOs to establish a greater level of sustainability through longer-term funding. Investment in the organisational sustainability of partners, by supporting their improved organisational efficiency including ability to meet donor requirements, was common across modalities. There is less evidence of specific strategies to encourage financial sustainability. There was some criticism of Danida’s reluctance to allow funds to be invested e.g. in endowment funds. There are few income generating and local fund-raising opportunities available to CSOs in most partner countries, but they merit more investigation and support. In the meantime, diversifying sources of funding is a realistic strategy for CSOs to manage the risk of financial dependency. In this regard, some Southern CSOs were concerned that large multi-donor funds tended to create ‘funding monopolies’ that might reduce the fundraising opportunities available in the sector.

Cooperation modalities

A mix of cooperation modalities in support of civil society enables Danida to support a wide range of civil society actors and to reach marginalised areas and populations in partner countries. Danida is committed to providing more direct funding to Southern civil society. The evaluation found that the existence of dedicated programme management units to support Governance and Democracy programmes in Uganda and Nepal enabled Danida to read and respond effectively to the changing local context. Local Grant Authorities potentially are flexible funding mechanisms

that could support timely, innovative civil society initiatives or new civil society actors, but are under-utilised. CSOs often play an effective service delivery or capacity development role in sector programmes (usually through earmarked components) but the connection with the rights-based approach of the Civil Society Strategy is less obvious. It is likely that civil society contributes less to the planning and monitoring of sector programmes than anticipated in the Civil Society strategy.

Danida support to civil society through multi-donor funding arrangements is expected to increase. Danida should preserve special funding windows or other kinds of affirmative action such as the use of quotas to ensure that smaller, less experienced CSOs or new emerging civil society actors can access funds. It should avoid ‘false economies’ and ensure that the critical success factors in the HUGGO/HUGOU model –skilled experienced teams working with both civil society and government that are capable of innovating, taking risks, and providing outreach support to civil society –are incorporated in new modalities.

Danish NGO/CSOs retain an important role in Danish support to civil society in the South. The long-term commitment, local knowledge and specialised expertise of Danish framework NGOs remain valuable assets for Danish support to Southern civil society. The evaluation also found numerous positive examples of Danish/Southern links and development projects supported through pooled funds in Denmark. A number of factors, however, such as the evolving maturity of Southern CSOs; the increase in funding windows in the South; and the growth of international NGO confederations and federations (con/federations); suggest it is time for a constructive, collaborative reappraisal of the added value of channelling Danida support to Southern civil society via Danish NGO/CSOs, and how it can be measured and maximised.

Lessons

Strategy

Stakeholders in Denmark value the Civil Society Strategy as an affirmation of the role that support to Southern civil society plays in achieving Denmark’s developmental objectives and of the distinctive role of Danish CSOs in this process. The absence of an explicit intervention logic/s and implementation framework has undermined Danida’s ability to communicate what Danish support to civil society aims to achieve; how it aims to achieve it; and how it will measure its success. A future civil society strategy/policy should serve both the political purpose of enshrining the importance of support to civil society in developing countries, and the technical

purpose of enabling Danida to monitor, demonstrate and communicate how this support contributes to Denmark's development priorities.

Danida as an organisation

Southern CSOs across different cooperation modalities highly regard Danida support to civil society. This offers an opportunity for Danida to build on its expertise and credibility to be an influential as well as an effective development partner in civil society programmes. Danida should retain a programming capacity that draws upon the learning and experience of the sector to influence the design of bilateral and multi-donor funds for civil society.

An appropriate mix of funding mechanisms is necessary to ensure that Danida can respond to the diversity of CSO roles, capacities, constituencies and approaches. Danida should endeavour to ensure that the strategic objectives of civil society support rather than, for example, the need to reduce transaction costs, determine the choice of cooperation modality and partners.

The existing arrangements for reporting to the Civil Society Strategy are not an effective monitoring framework. Not all the systems and processes required to monitor and report on the effectiveness of a 'sub-strategy' are currently in place. This has broader implications for the status of such sub-strategies and how they are to be operationalised and reported on.

Country level

No specific guidance is available to embassies on how support to local CSOs should be incorporated in the design, implementation and monitoring of its programmes, other than that available in the Strategy itself. The development of Country Policies and Country Programme Documents in 2013 provides an opportunity to incorporate the drivers for change in civil society at country level in relation to Danida's strategic priorities; to guide embassies in the choice of civil society programmes, partners and support mechanisms; to improve the coordination of the different sources and channels of support to civil society at country level; identify programme synergies; and facilitate knowledge-sharing.

Recommendations and Management response

1. A Civil Society Policy in support of Denmark's development cooperation strategy

The Civil Society Strategy should be replaced by a Civil Society Policy aligned to The Right to a Better Life in order to mainstream Danida good practice on working with civil society across the full range of cooperation modalities. The Policy would define the role that civil society plays as an agency of change in achieving each strategic priority; develop a change pathway which includes

causal links and assumptions between strengthening civil society and pro-poor outcomes; an impact assessment framework highlighting the dimensions of change relevant to work with civil society on each priority; and suggest indicators for these dimensions of change.

2. Support Danish CSOs to develop innovative, effective partnerships

The Civil Society Policy should develop the concept of ‘flexible partnerships’ in The Right to a Better Life to elucidate the distinctive contribution that Danish NGO/CSOs make to Danish development cooperation. Framework agreements with Danish NGOs should support programmes aligned to the strategic priorities of The Right to a Better Life and/or demonstrate their added value to Southern civil society. Danida support to CISU and other pooled fund arrangements should be based primarily on their contribution to a strong, diverse civil society and, where relevant, to development outcomes.

Danida should encourage Danish NGOs to explore new ways of collaborating with Southern CSOs – e.g. by reassigning budget holding and contracting responsibilities in Danish/Southern CSO partnerships; providing decentralised funds that Southern CSOs can access directly for capacity development support; and providing decentralised funds for problem solving, multi-sectoral partnerships around specific issues or challenges.

3. A mix of funding modalities that reflects the diversity of civil society

Danida should invest in its programming capacity that draws upon learning, innovation and good practice in the sector to design and develop bilateral and multi-donor initiatives that enable CSOs of diverse sizes, approaches and capabilities to access funding.

Danida’s general comments to the evaluation of the Civil Society Strategy:

Danida welcomes the evaluation and finds that the lessons learned on the way Denmark is offering support to civil society in developing countries and the recommendations are very useful for the development of Danida’s future support to civil society in developing countries. The evaluation shows the strategy has contributed to strengthening civil society and supporting open, vibrant debate in priority countries and beyond by creating a direction for all Danida collaboration with civil society organisations. Danida acknowledges that the absence of explicit action plans and indicators has undermined Danida’s ability to communicate how Danida measures the success of the strategy. . Danida is however of the opinion, which is also supported by the evaluation, that the priorities of the Civil Society Strategy have been implemented with success – through support to Danish NGOs as well as through decentralised support in priority countries and partnerships with national stakeholders.

To the great satisfaction of Danida, the evaluation shows that even though the Civil Society Strategy was developed before Danida increased its emphasis on using the human rights based approach (HRBA) as underlined in the strategy “The Right to a Better Life” (2012), the approach of the Civil Society Strategy and the many positive results of Danida’s support to civil society relate closely to the human rights based approach. This is, among many other cases, the case with the support offered to strengthen civil society actors in Danida priority countries. Here the Danish support has contributed to establishing a more open debate and broader participation, underlined by the special contribution to a strengthened dialogue on issues such as good governance and human rights.

Danida’s comments to the three main recommendations

Danida agrees with recommendation no. 1 that the Civil Society Strategy should be replaced by a Civil Society Policy aligned to the overall strategy “The Right to a Better Life” in order to promote good Danida practice on working with civil society across the full range of cooperation modalities. Support to CSOs will remain a central part of implementing the Human Rights Based Approach and the formulation of a New Civil Society Policy Paper should contribute to this. The Policy will define the role that civil society organisations play as drivers of change, including in fragile states; it will suggest pathways for change including links and assumptions between strengthening civil society and pro-poor outcomes; and it will suggest indicators which could be useful in order to specify dimensions of change.

Danida concur with recommendation no. 2 that the Civil Society Policy should further develop the concept of ‘Flexible Partnerships’ in The Right to a Better Life. Danish organisations with framework agreements must become better at demonstrating their added value to Southern civil society, and must continue to work within the broad parameters of ‘The Right to a Better Life’ supporting local civil society organisations as drivers for pro-poor change. Danida support to CISU and other pooled fund arrangements will be based primarily on their contribution to a strong, diverse civil society, but also, where relevant, to development outcomes. Danida agrees to encourage Danish NGOs to explore new ways of collaborating with Southern CSOs – e.g. by reassigning budget holding and contracting responsibilities in Danish/Southern CSO partnerships in order to ensure a higher degree of empowerment of southern CSOs and strengthen their ability to determine priorities independently of the funding partner in Denmark. The “Right to a Better Life” clearly acknowledges the role an active civil society can play in the development of popular democracy. The evaluation recognises that the support provided to CSOs has contributed to an open debate and popular participation in Danish partner countries.

Danida agrees with recommendation no. 3 that a mix of funding modalities that reflects the diversity of civil society is recommendable. The MFA and embassies will also in the future have limited human resources, but the support to civil society will continue to be prioritised. Danida will consider using local civil society management capacities

where possible. Danida will initiate further analysis and ensure that the distinctly positive lessons learned highlighted in the evaluation are carried forward in the on-going adjustment of support to civil society, including the civil society policy.

Danida's comments (in italic under each action point) to the recommended action points

For MFA:

- Retain the capacity to draw upon learning, innovation and good practice from the sector to contribute to the design of multi-donor and bilateral funds for civil society.

Danida will continue to prioritise working with civil society organisation as drivers of change, and will continue to allocate resources in order to build on the many positive contributions documented in the evaluation. In light of the limited human resources in MFA and at embassies, the most effective ways to continue the support to civil society will be explored.

- Collaborate with Danish NGOs to develop a Civil Society Policy aligned to the four strategic priorities and the concept of Flexible Partnerships in The Right to a Better Life.

In the development of the policy, Danida will build on the Civil Society Strategy and attempt to find ways to engage not only with Danish CSOs, but also Southern CSOs to receive input to the new Policy aligned to the strategic priorities and the concept of Flexible Partnerships in the Right to a Better Life.

- Incorporate the guidance of the Civil Society Policy on drivers for change, indicators, tools and methodologies in relation to the strategic priorities in the guidelines on Country Programme Documents to be developed in 2013.

The new guidelines for country policy programmes will include an analysis of the political and economic situation as well as a screening of the implications of the Human Rights Based Approach (HRBA) on programming - using as point of departure the principles of non-discrimination, participation, responsibility and transparency. An analysis of the role of civil society and possible platforms for collaboration for priority areas in the Country Programme is a natural part of this – and is included in the HRBA screening methodology that has been developed for programme preparation.

- Incorporate the monitoring and reporting of Danida's engagement with Southern civil society in future reporting to the Country Programme Documents.

Danida already monitors and reports on its engagement with Southern civil society in priority countries and will continue to do so when reporting on country programmes.

- Conduct regular external reviews, perhaps as a joint donor initiative, to monitor how civil society is changing at country level.

As part of the reporting on Country Programmes, Danida will explore the possibility of including information on the changes in civil society in the sectors and countries where we work.

- Explore the possibility of revising the project database to enable it to better track and monitor civil society initiatives e.g. by introducing marker/s for civil society programmes.

Danida will add a civil society marker in the project database (PDB) as part of an upgrade of the project database scheduled for 2013-2014.

- Develop a communications framework to continue to communicate and celebrate the pivotal role of poor and marginalised people and organised citizens in achieving Danida's priorities – to be published on the Danida website or as an annual publication.

Information on the pivotal role of poor and marginalised people and organised citizens in achieving Danida's priorities is already - and will continue to be - conveyed through the many existing Danida communication platforms.

- Articulate the distinctive contribution of Danish NGOs to a strong, independent, diversified civil society under the concept of 'Flexible Partnerships'; develop a separate intervention logic and impact framework to clarify their added value in the development results chain; the dimensions of change that encapsulate this added value; and plausible indicators to monitor and measure these changes.

Danida agrees that there is a need to validate perspectives on 'added value' and to explore the concept of Flexible Partnerships. The distinctive contribution of Danish NGOs to a strong, independent and diversified civil society must be further articulated, and intervention logic and impact frameworks on added value must be developed by the civil society actors in discussion with Danida.

- Focus the monitoring of and reporting on Danish NGO performance on the dimensions of change that demonstrate their added value; revise the Guidance Notes to Framework organisations to establish a standard reporting template; specify Southern CSO partner input into Danish NGO reporting and/or independent reviews of their performance.

Danida is in the process of designing a Results-based Allocation Model (RAM) for framework organisations. This model will take the perspective of 'added value' into consideration as one assessment parameter, and changes to reporting templates as well as Southern CSO partner input into reporting from Framework organisations will be considered if necessary.

- Develop a framework based on a set of transparent criteria to review the funding of framework NGOs every four years on the basis of performance so that poor performance can be identified and addressed before funding is affected.

Danida is working on a Result-based Allocation Model for Framework organisations, who will participate in discussions on the development of transparent criteria, review modalities and review cycles. Performance evaluations will affect funding, but as new performance evaluations will be conducted on a regular basis, weaknesses can be addressed between performance evaluations thereby allowing organisations to shift from negative to positive funding implications.

- Provide incentives to Danish NGOs to find new ways of collaborating with Southern CSOs and emerging civil society actors. For example, through an Innovation and Partnership Fund to pilot innovative, 're-balanced' partnerships with Southern CSOs. Commission an independent review of the pilot/s in two or three years.

Danida agrees to provide incentives to Danish NGOs for finding new ways of collaborating with Southern CSOs and emerging civil society actors and to commission a review of the pilots when they have been up and running for some years. Danida will ensure that incentive structures are included in the RAM and general cooperation agreements with Danish NGOs. Danida does not currently envisage establishing a separate fund for Southern CSO funding.

- Review the status of the Humanitarian strategy in the context of a new Civil Society Policy to ensure that the interdependence of humanitarian and development support to civil society is encapsulated in the Policy.

Danida agrees that possibilities for improved coordination and synergies should be explored even further than it is today and ensured as long as the different objectives between the humanitarian strategy and a new civil society policy are respected.

- Improve the overall coordination of civil society funding initiatives in Danida e.g. of Humanitarian and Civil Society framework agreements, through a system administrative and communications protocols.

At the moment, there is a process underway to establish a Focal Point system for all major support through Danish NGOs to ensure internal coordination throughout the MFA.

- Commission further research into the contribution of pooled funds to a strong, independent, diversified civil society, with particular reference to their management and governance structures and what can be learnt from different approaches and practices.

Danida is aware of the need for further research and distillation of lessons learned, and will commission a study on this issue which will form part of the activities in the process of preparing a new Civil Society Policy and its guidance notes.

For embassies,

- Conduct a drivers of change analysis (perhaps as a joint donor initiative) as part of the preparation of Country Programme Documents to inform civil society funding in-country. Commission regular external reviews to monitor how civil society is changing.

Danida monitors civil society changes in the Danida priority countries, and will explore the feasibility of strengthening these analyses. including information on the changes in civil society in the sectors where we work. Where relevant and possible, and where there is a strong engagement of Danish civil society, Danida will contribute to the design of EU road maps of civil society in Danida priority countries.

- Support a mix of cooperation modalities that takes into account the diversity of CSO roles, capacities, constituencies and approaches. Where appropriate, this should :
 - Encourage large multi-donor funds to include a variety of funding windows within the same initiative to enable a diverse range of CSOs to benefit from support;
 - Incorporate a capacity and/or organisational development element into a cooperation modality so that a CSO can ‘progress’ through different modalities e.g. from project funding to strategic partnership;
 - Ensure that Danida support is capable of identifying and supporting emerging new civil society actors in line with a drivers of change analysis.

Danida acknowledges the diversity of CSO needs and the advantages of maintaining a mix of funding modalities. Danida will continue to try to build flexibility into programmes to enable support to drivers of change in the sectors Danida supports.

- Promote multi-donor funds with an independent programme management capacity and governance systems involving civil society representation to promote local ownership.

Danida will commission a study on experiences with multi-donor funding modalities.

- Invest in the management capacity of bilateral programmes and multi-donor funds to read and respond to changes in civil society as well as innovate and take risks.

The MFA and embassies will continue to have limited human resources, but the support to civil society will continue to be prioritised. Local civil society management capacities are used where possible and relevant.

Danida puts a great deal of effort in ensuring that best practise is utilised in support to, and capacity development of, civil society, and will continue to do so - including in instances where Danida is part of multi-donor or multilateral support modalities.

- Coordinate Danish NGOs/CSO to meet on regular basis to promote a more strategic dialogue to improve the effectiveness of Danish support to civil society.

Danida promotes and will continue to promote coordination meetings between NGOs/CSO where relevant.

For Danish NGOs

- Framework organisations should develop an explicit statement of their distinctive contribution to Southern civil society and of the theory of change involved in their

concept of partnership. Members of global con/federations should demonstrate their specific contribution to Southern civil society through their con/federation.

- Innovate with new approaches to partnership that test new forms of collaboration and communicate their responsiveness to Southern partner feedback on their performance.
- Reflect upon and experiment with their approaches to helping develop the capacity of Southern CSOs to ensure that they are responsive to the needs and demands of partners.
- Invest in improving their M&E frameworks so they are capable of monitoring and reporting the impact of their value-added efforts in, for example, capacity building, networking, advocacy, and people-to-people support etc. at output/outcome level.
- Collaborate with Danida in developing a Civil Society Policy that articulates their distinctive contribution to Southern civil society; and an intervention logic and impact framework that identify the dimensions of change and relevant indicators by which they can systematically monitor, measure and report on their support to Southern civil society.

Danida encourages the internal debate of Danish NGOs and their Southern partners on the issues mentioned above. Danida is open to a continuous dialogue with Danish NGOs and their partners as well. Danida agrees that there is a need for improved M&E frameworks and is in continuous dialogue with civil society organisations about this issue. Some funds for developing such frameworks are available in the framework budgets under the budget line for “other activities”.