



**MINISTRY OF FOREIGN AFFAIRS
OF DENMARK**
Danida

FEBRUARY 2022

EVALUATION OF THE DANISH SUPPORT TO CIVIL SOCIETY

*Thematic Evaluation 1:
Public Engagement in Denmark*





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Norway
Sweden
Nordic Consulting Group

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LIST OF ABBREVIATIONS

ADRA	Adventist Development and Relief Agency
CISU	Civil Society in Development
CSOs	Civil Society Organisations
DAPP	Danish Arab Partnership Programme
DCA	DanChurch Aid
DFPA	Danish Family Planning Association (Sex & Samfund)
DKK	Danish Kroner
DMCDD	Danish Mission Council Development Department
DPOD	Disabled Peoples' Organisations Denmark
DRC	Danish Refugee Council
DTDA	Danish Trade Union Development Agency
DUF	Danish Youth Council
ELK	Department of Evaluation, Learning and Quality
EQ	Evaluation Question
ERG	Evaluation Reference Group
ET	Evaluation Team
HCE	Department for Humanitarian Action, Civil Society and Engagement
IMS	International Media Support
INTRAC	International NGO Training and Research Centre
M&E	Monitoring and Evaluation
MENA	Middle East and North Africa
MFA	Ministry of Foreign Affairs (of Denmark)
MS	Mellemfolkeligt Samvirke (ActionAid Denmark)
NCG	Nordic Consulting Group
NGO	Non-governmental Organisation

ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Co-operation and Development Assistance Committee
PRI	Project and Programme Related Information
SC	Save the Children
SDGs	Sustainable Development Goals
SMART	Specific, Measureable, Achievable, Relevant, Time-Bound
SPA	Strategic Partnership Agreement
SRHR	Sexual and Reproductive Health and Rights
TE	Thematic Evaluation
ToC	Theory of Change
ToR	Terms of Reference
WWF	Worldwide Fund for Nature

EXECUTIVE SUMMARY

Background and methodology

Denmark has a long history of engaging the public on international development cooperation and humanitarian response issues. This is frequently led by civil society organisations (CSOs) whose fundraising campaigns formed part of the political process leading to the establishment of Danida in 1962. Resources for development education and communicating results have been part of the Finance Bill for decades, some of which are made available to CSOs for public engagement activities in Denmark. The rationale for this support is that CSOs are able to communicate with a broad section of the public with evidence-based information on their programmes with partners in developing countries. Case examples include Red Cross of teaching modules for primary school students on its core mandate of war and humanity and PlanBørnefonden's use of the Day of the Girl Child to connect youth online at Nærum Secondary School with youth in Kenya and Ethiopia.

The recurrent theory of change underpinning such public engagement is that greater public knowledge and understanding of development issues contributes to higher levels of support for development cooperation. Overall, despite challenges of attribution, the evaluation considers this theory of change to be plausible. There is considerable evidence of CSO outreach and public engagement but how these activities contribute to changes in public attitudes and behaviour can be difficult to quantify. Progress will have to be made in outcome reporting for the assumptions behind this theory of change to be tested.

This report sets out the findings and recommendations of a thematic evaluation of CSO public engagement in Denmark which was launched by the Ministry of Foreign Affairs (MFA) in August 2020 as part of an overall evaluation of Danish civil society support. The evaluation has two overall objectives:

- I. Capture outcome level results in selected areas.
- II. Stimulate learning based on evidence of achieved results.

The first objective seeks to establish a measure of accountability by assessing whether support to CSOs has produced the intended results. The second objective refers to the expectation that the evaluation will facilitate a process of sharing findings and enabling learning.

In response to the dual objectives of accountability and learning, a methodology was elaborated in consultation with the Evaluation Reference Group combining quantitative and qualitative approaches. The evaluation triangulates findings from three principal lines of enquiry:

1. A **digital survey** to document CSO assessments of audience reach, and impact on public support, fundraising and policy processes was completed in January 2021 by all 16 strategic partners;
2. A **Desk review** was undertaken by the evaluation team of research on public engagement in Denmark and four other countries, and **ten case studies** assessed in more detail; and
3. **Dialogue mechanisms** were established to collect, discuss and validate data in five formats: (a) an Evaluation Reference Group (b) individual interviews (c) three meetings of an Advisory Panel, (d) two sessions with a working group of Global Focus, (e) a learning seminar for CSOs fundraisers.

The evaluation acknowledges a number of contextual limitations to its findings including the challenge of learning through failure as well as through success; the difficulty of generalising from case study material; the constraints of working with the quality of data available; and the impact of Covid-19 restrictions on learning processes.

Key findings and conclusions

Public engagement is approached very differently by Danish CSOs to the extent that comparison is challenging. Some partners, typically those with a long history of community-level engagement in Denmark, focus on cash donations to fund activities in the Global South while others, typically younger organisations with a stronger policy-orientation, embrace a more global goals-oriented approach of emphasising activism in Denmark. Popular support varies between CSOs and are important for reach and potential impact but far from the only or even most important factor driving delivery of quality results. The evaluation identified three broad clusters of CSO public engagement strategies:

- *Classic* i.e. long-standing public engagement in Denmark with strong local roots and outreach. An inclination towards pre-defined constituencies such as faith-based groups and trade unions.
- *Issue-driven* i.e. typically strong attention to a particular issue or theme such as the rights of children or people with disabilities, climate change or refugees. Diverse target audiences.

- *Activist* i.e. highly focused on policy pressure and on advocacy. Advocate for stronger *participation* in public engagement activities. Predominance of urban target audiences.

The evaluation found, when analysing the case studies, four key dimensions of CSO public engagement strategies: (i) Policy, (ii) Pragmatism, (iii) Fundraising and (iv) Awareness. While some CSO activities are primarily focused on raising funds e.g. second-hand shops, others prioritise awareness raising e.g. of young people in educational institutions. These approaches reflect different theories of change. Some see public engagement as instrumental in mobilising resources for programming in the field. Others see change in the attitudes and practices of Danes as critical to implementation of the global goals. Case studies of recycling for development and mobilising the engineering profession, emphasise pragmatic rather than political solutions while public mobilisation on fair taxation operates at a higher level of abstraction and aims for structural changes in Denmark of benefit to developing countries.

The evaluation found evidence that Danish CSOs are effective in engaging significant and quite diverse segments of the Danish public. However, there is a tendency to focus on graduating the support of traditional target groups rather than reaching beyond the 'converted' to influence those more cynical of development cooperation. In addition, public engagement tends to be driven by a silo-approach aiming at profiling and fundraising for individual CSOs rather than collective influence and long-term changes at outcome level. There is a broadly recognised need also for CSOs to more systematically monitor outcomes rather than only document outputs and reach.

More specifically, the findings of the evaluation to the five evaluation questions are as follows:

1. Are CSOs reaching increasing segments of Danish public?

Despite the absence of baseline from which to measure progress, the evaluation found evidence that CSOs are effective in reaching large segments of the Danish public (the evaluation survey estimates a reach of approximately 2.4 million though there may be some double counting). This is achieved through a wide spectrum of activities ranging from second-hand shops, live events and digital engagement. Social media accounts for 51% of total reach. The increased capacity of CSOs in this area is notable as is their increasing collaboration with both private and public sector actors to amplify outreach through their own platforms and dissemination channels. However, CSO approach to public engagement tends to be driven by a silo-approach aimed at raising the profile and/or fundraising of the individual CSO rather than working together to achieve long-term changes at outcome level.

2. Are CSOs reaching new segments of the Danish public?

The evaluation found some evidence of CSOs seeking to diversify their public engagement efforts and to reach those who are often left out of development debates. However, the extent to which this is incorporated into CSO outreach strategies is uneven, and initiatives presented as reaching out to new segments of the Danish public are sometimes, in fact, focused on fairly well-established target groups. The predominant focus of CSO public engagement work is to enhance the involvement of established targeted audiences, most often school students using digital content. CSOs increasingly recognise that their public engagement activities should reach out beyond the already converted to a broader audience. However, evidence of outreach to segments labelled as 'marginally' and 'totally disengaged' is limited although the evaluation found examples of engagement with vocational students on migration issues and with non-traditional diaspora segments volunteering in recycling schemes. A more strategic, collaborative approach will be required to move beyond familiar, 'converted' target groups to reach segments of society that, for example, are sceptical about the effectiveness of Danish development cooperation support.

3. Do CSOs have an impact on public support for development cooperation/humanitarian action?

Survey findings referenced in this report indicate that public support in Denmark for development cooperation is high but could be fragile since public perception of its effectiveness is mixed. The evaluation found positive examples of Danish CSOs seeking to engage and influence the attitudes of the Danish public on development issues but it is difficult to establish a causal link between such activities and the comparatively high levels of public support for development cooperation. CSOs typically report on the success of these activities using process, output and reach indicators rather on attitude and behaviour change at an outcome level among the Danish public. In addition, other factors such as media exposure and schools may play a significant role in influencing knowledge, attitude and behaviour. However, it can be argued that public support for second-hand shops and the role of CSOs in providing teaching materials to schools could be used as proxy indicators of CSO contribution to attitude change. The evaluation found support among Danish CSOs to explore cost-effective methods to better measure engagement outcomes over time e.g. on attitude and behaviour change. It was suggested that alliances such as CISU and Global Focus could facilitate and disseminate learning to build a better evidence base for outcome-based results.

4. Do CSOs contribute to policy pressure?

CSOs report that their public engagement activities contribute to their work on policy influence in Denmark. These activities frequently call for policy change in general terms while examples of campaigns mobilising

Danes to influence policy on specific issues are less frequent (policy pressure on fair taxation and migration policy being exceptions). Policy pressure is often linked to the advocacy priorities of the international confederations that several Danish CSOs belong to rather than having an exclusive Danish focus. The most frequent expression of policy pressure as public engagement is public petitions on specific issues. It is difficult to ascertain the effectiveness of such approaches as other factors may contribute to desired outcomes. SPA partners tend to operate in silos in their public engagement on policy work and there is potential for greater collaboration on policy issues.

5. Are CSOs meeting MFA financial requirements?

Danish SPA partners are expected to independently raise 20% of their total financing, 5% of which is expected to be raised in Denmark in the form of cash or kind. All 15 SPA partners met the 20% financing requirement in 2019, although SPA funding remains a substantial proportion of total revenue for a minority of Danish CSOs. In contrast, 40% of SPA partners reviewed failed, or only just met, the requirement that 5% of total revenue be raised independently in Denmark. CSOs consider the latter target a useful driver of outreach and alliance building in Denmark, although it is important to recognise that SPA partners vary significantly in their fundraising experience and expertise, and that the 5% target is currently a challenge for a significant minority of SPA partners.

Recommendations

- #1 It is recommended** that MFA (a) maintain **broad objectives** for Project and Programme Related Information to include wider calls to action on SDGs and other global issues as well as programme related results and (b) allow strategic partners to **spend up to 3%** of the programme budget of the SPAs public engagement activities in Denmark.
- #2 It is recommended** that MFA allocate at least DKK 30 million per year to an engagement pool for '**Collective Impact**' allowing consortia consisting of at least two strategic partners and one media or event partner to apply once a year for initiatives with a time perspective of at least 18 months, with priority given to engaging new target groups and documentation of results at outcome level.
- #3 It is recommended** that MFA allocate at least DKK 5 million per year to a funding mechanism for **smaller grants** of up to DKK 250,000, open to applications twice a year, with priority given to calls-for-action at local level and innovative approaches to engaging non-traditional target groups.

#4 It is recommended that CSO umbrella organisations such as Global Focus or CISU facilitate experience exchange to develop a framework for **measurable targets** on online and real-life audience reach, including non-traditional target groups, as part of engagement programming and document challenges and achievements in reaching targets as part of annual reporting.

#5 It is recommended that CSO alliances such as Global Focus or CISU facilitate a process with CSOs to develop light-touch multiannual baselines, targets and measurable indicators for longitudinal **outcome-level results** of public engagement with priority target audiences in Denmark which would complement output and process reporting.

#6 It is recommended that CSOs with an interest in public engagement in Denmark for international policy change engage in more **joint campaigning platforms** to optimise documentable impact on attitudes and practice.

#7 It is recommended that MFA (a) maintain the requirement for strategic partners to raise the 5% in cash contributions in Denmark as a proxy indicator for public engagement and (b) conduct a cost-benefit analysis to assess the total costs involved for organisations without a fundraising tradition in raising the 5% cash contributions.

#8 It is recommended to explore options for a three-year synergy scheme of targeted public engagement partnerships between MFA and CSOs with a group of 2-3 partners per year on the basis of a suitable match with government development priorities and priority issues of partners.

1. INTRODUCTION

Denmark has a long history of engaging the public around international development cooperation and humanitarian response, driven in large part by civil society. In fact, ever since a large-scale televised fundraising event marked the birth of Danida in 1962¹, public engagement has been a defining feature of Danish development cooperation. Engagement has since been known under a sequence of terms such as development education, information and communication. Fundraising campaigns by civil society were part of the political process leading to the establishment of Danida and adoption of the first Development Act and resources for communication of results have since been part of the Finance Bill for decades. Some of these resources are made available to civil society organisations for engagement activities in Denmark.

The support rationale is that CSOs have communication channels to reach wide segments of the population with credible information related programmes with partners in developing countries. Examples captured by the case examples of this evaluation include Red Cross making teaching modules available to primary school students on their core mandate of war and humanity, PlanBørnefonden using the Day of the Girl Child to connect youth online at Nærum Secondary School with Kenya and Ethiopia and Engineers Without Borders matching young with experienced volunteers of the profession. A recurrent theory of change is that better knowledge and improved understanding of development issues by the public will contribute to higher levels of support for development cooperation. While evidence of diverse outreach and knowledge transmission is considerable, effects are challenging to quantify, especially when it comes to change of attitude and behaviour of broader segments.

The current Development Cooperation Act justifies public engagement spending by stating in §6 that:

‘With a view to spreading knowledge about and achieving understanding of the challenges faced by developing countries and the importance of Danish participation in international development cooperation, the

1. http://www.netpublikationer.dk/um/11139/html/printversion_chapter05.htm: ‘Denmark wants to teach developing countries what works – Danida born on TV’.

Minister for Development Cooperation may initiate or provide grants for activities with this objective².

In 2019, Danish support to civil society amounted to 19.3% of total Danish overseas development assistance (ODA) or almost DKK 3.3 billion, according to openaid.um.dk. The share is up from 17.9% in 2017 and might prove closer to 25% or more, if financial data on MFA-funded geographical and emergency relief initiatives were fine-combed for CSO elements not captured by the statistics available on [openaid](http://openaid.um.dk).

Just over a third of the DKK 3.3 billion listed on openaid.um.dk, DKK 1.2 billion, is implemented through the Strategic Partnership Agreements (SPA) between the MFA and 16 Danish NGOs. Current support to strategic partners is divided into three lots: civil society (CIV), humanitarian activities (HUM), and labour markets (LAB). Another DKK 260 million are allocated through six delegated pool funds also covered by the evaluation, except on financial requirements where pooled funds have separate regulatory framework. Annex D of the report shows how this and two other thematic evaluations conducted in 2020-21 test the theory of change of overall Danish CSO support.

While gratitude is owed to all interlocutors, not least survey respondents, managers of case study examples and members of the Evaluation Reference Group and Advisory Panel, full responsibility for any imperfections and shortcomings rests with the Thematic Evaluation Team (ET).³

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2. Act 555 of 18 June 2012 on International Development Cooperation (two subsequent amendments in 2014 and 2017 have not affected §6).
 3. The evaluation team consisted of Verner Kristiansen (team leader), Mikkel Otto Hansen, Christian Krone and (during the inception phase) Dan James.

Policy context

Following the most recent CSO 2013 evaluation, a **Policy for Danish Support to Civil Society** was published in 2014. The extract below reflects expectations and rationale behind CSOs being entitled but not obliged to spend a share of their SPA allocation on public engagement in Denmark.

Danish organisations also need to make a concerted effort to maintain and enhance their popular support in Denmark. It is important to maintain a broad approach to this work in the coming years. Diversity in Danish civil society is a vital quality and, therefore, individual organisations will remain free to choose different parameters in this work. Some have clear advantages of a large membership base, others in conducting nation-wide fundraising campaigns, while others can mobilise extensive volunteer support. Concrete goals have been formulated especially for Danish organisations with strategic partnership agreements with regard to increasing membership and their own fundraising.

Source: *Policy for Danish Support to Civil Society (2014)*

In 2016, the first Danish overall Strategy for Development Cooperation and Humanitarian Action was launched – **'The World 2030'**. This is the overriding policy document covering the period of time covered by this evaluation. The relevant section confirms the high value the MFA places on the role of civil society:

"Denmark acknowledges the value of a strong, diverse civil society and will support its central role in promoting the Sustainable Development Goals. Many parts of the Danish civil society contribute to translating a broad Danish popular involvement in international humanitarian action and development cooperation into meaningful results within thematic and geographic areas."

Development of a strategy to replace 'The World 2030' is in process and the new strategy is expected to be launched in 2021 and will be significant as other policies and strategies will be aligned with the strategy. Since the current civil society policy ends in 2020, the question what needs to replace this has been raised. In due course, there may be guidelines and how-to-notes on civil society to operationalise the overall strategy. The aspiration of this evaluation is that findings and recommendations will feed into that process as MFA embarks on a new phase of Strategic Partnerships with Danish civil society organisations.

Resources for public engagement

Guidelines governing the current phase of strategic partnerships stipulate that organisations within lot CIV and lot LAB can cover the costs of communication and engagement activities in Denmark from the SPA grant. Public engagement is here referred to as Project and Programme Related Information Activities in Denmark (PRI) and can currently be covered to a scope of up to 2% of the lot CIV/LAB programme- and project activity budget (PPA). Reporting requirements are fairly pragmatic with accounting integrated into the overall financial reporting and results documentation on an annual basis with no standardised format.

This opportunity is currently open under the CIV and LAB but not the HUM lot. If the opportunity were to be extended to all SPA, resources for PRI would increase significantly and by way of implication also have a stronger humanitarian flavour. The objective of PRI is defined as 'maintain and enhance the Danish public's engagement and understanding of Danish development assistance, the Sustainable Development Goals (SDGs), and stimulate debate and understanding of globalisation and challenges faced by development countries and their populations'.

Activities under PRI are required by MFA to build on the organisations' knowledge and experiences from development activities. Aid Management Guidelines further stipulate that PRI-activities should be visible and reach a broad audience in Denmark. PRI-funds cannot be used for what guidelines refer to as 'general fundraising or PR activities, or as part of campaigns with a political content'. Evidence from this evaluation suggests that, in practice, it can be quite challenging to draw the line between these categories. It is not uncommon for strategic partners to include project and programme-related achievements in justifying their fundraising appeals to the public and the priority noted from conversations with CSOs is for spending not to be restricted too much to programming.

In April 2020, Covid-19 led to a decision on temporary suspension of MFA requirements for strategic partners to raise 5% in cash contributions in Denmark. The suspension required Parliamentary endorsement and was communicated to partners as a dispensation that organisations encountering difficulties could apply for in dialogue with MFA⁴. According to HCE, programmatic reallocations in response to Covid-19 were requested by some strategic partners but hardly any partners applied for 5% dispensation as 2020 turned out less challenging than expected. No extension is envisaged for 2021.

4. Aid Management Guidelines – Temporary Adjustments to the Administrative Guidelines for grants to Civil Society Organisations that qualify as Strategic Partners in response to the COVID-19 crisis, p. 2-3.

2. OBJECTIVES

This thematic evaluation documents results coming out of the SPA funding stream and assesses the extent to which opportunities for partnership between MFA and its strategic partners as well as between CSOs themselves have been adequately explored. Opportunities are unfolded in the recommendations for more targeted outreach and collective impact by CSOs combining their efforts and also for the relationship between civil society and MFA to become a *de facto* stronger strategic partnership when it comes to public engagement in Denmark in a time of globalisation and SDGs.

Overall objectives of this evaluation are stipulated by its Terms of Reference (ToR) to be twofold:

- Capture outcome level results in selected areas.
- Stimulate learning based on evidence of achieved results.

The first overall objective constitutes a measure of **accountability** in seeking to establish if MFA support has produced the intended results. In other words, have strategic partners – in all their diversity of size, constituency, mandate and thematic focus – managed to engage Danes in an effective and efficient manner and with evidence of impact over time.

The second objective adds an ambition to the evaluation process of sharing findings and enabling **learning**. In other words, how can dialogue mechanisms (adapted to conditions of protracted Covid-19 lockdown) cover the diversity of organisations under evaluation and still have a manageable size allowing for thematic deep-dives and meaningful conversations?

The scope in time of the evaluation is the period since the most recent evaluation in 2013. There is a shift in the modality of support in 2017 with the introduction of the Strategic Partnership Agreements (SPA) and the timing of the evaluation has provided an opportunity for continuous dialogue with the MFA on the effectiveness of the SPA modality as a new phase was being prepared.

ToR focus the **scope** of this evaluation to be primarily on the one-third of overall CSO funding that is allocated through strategic partnerships (SPA). More specifically, the 2% of programme budgets of SPA funding (PPA) that can be allocated to programme-related

information in Denmark (PRI), but only in the case of CIV and LAB lots. In return, strategic partners are required by these modalities to raise an amount corresponding to 5% percent of the value of the SP budget from collections or donations in Denmark to reflect 'strong public engagement', a requirement shown by the findings of this evaluation to be easier for some CSO partners than for others.

Specific objectives were unfolded for each the five evaluation questions of the ToR with indications of sub-questions added by the ET in order to be able to capture as full a picture as possible within the time available. Sub-questions and an overview of data sources for each evaluation question can be found in Annex E of this report.

3. METHODOLOGY AND CONSTRAINTS

In response to ToR dual objectives of accountability and learning outlined in the previous section, a methodology was elaborated during the inception phase of the second half of 2020 in consultation with the Evaluation Reference Group combining various elements of:

- **Quantitative data** to enable assessments of broad issues like reach of larger and new audiences, priority given to international policy pressure and performance on MFA financial requirements where findings reflect all 16 strategic partners and six pooled funds across the board, and
- **Qualitative deep-dives** into lessons learned in specific cases of public engagement. Cases have been discussed with CSO partners behind the initiatives and, where feasible, a small sample of voices of the public to include perspectives from the intended target groups.

Findings were assessed on the basis of OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. Emphasis will inevitably vary from case to case but lines of enquiry will include if public engagements initiatives are doing the right things? Are initiatives achieving their objectives? How well are resources used? What difference are interventions known to make? Do the identified benefits seem likely to last?

The dual evaluation objectives of accountability and learning were translated in a methodology in dialogue with civil society representatives during meetings of the Evaluation Reference Group and ideas for case examples were nominated. The selection of the 10 case examples was made by the Evaluation Team and the ERG in order to cover the diversity of civil society as outlined by the ToR. Following this selection process, learning on the basis of emerging findings was pursued through the five dialogue mechanisms established for the evaluation.

ToR provide specific context for the purpose of this thematic evaluation and list five evaluation questions on public engagement. Reference is made to civil society playing 'an important role in retaining a broad Danish popular involvement in international humanitarian action and development cooperation, as well as in informing Danish citizens of living conditions and development around the world'. These assumptions were tested by the thematic evaluation.

In summary, evaluation methodology triangulated findings from three lines of enquiry: (i) a digital survey, (ii) desk review of research on public engagement in Denmark and four other countries as well as 10 case studies assessed for this evaluation and (iii) five dialogue mechanisms: Evaluation Reference Group, individual interviews, three meetings with a dedicated Advisory Panel, two with a working group of Global Focus and a learning seminar four a smaller group of CSOs specifically on MFA financial requirements.

3.1 Digital survey

A digital survey comprising a total of 27 questions was designed in October 2020 in order to collect data on the totality of strategic partners and pooled funds and enable cross-learning based on reported evidence of engagement and fundraising results. Questions responded to the principal lines of enquiry stipulated by ToR and were structured in four main categories of:

- Dimensions of engagement,
- Audience reach and new segments,
- International policy pressure, and
- Fundraising performance.

Following pre-testing by MS Action Aid and the Danish Youth Council in November 2020, a link was sent in early January 2021 to all strategic partners and pooled funds with a two-week deadline for completion.

All 16 strategic partners and four out of six pooled funds completed the survey (in most cases fully). The Evaluation Team considers this a satisfactory response rate, reflective of a considerable commitment by partners. Emerging findings were presented in a working paper and discussed during the first and second meetings of the Advisory Panel and as part of a special session of the Global Focus working group in February 2021. Limitations are discussed in Section 3.4.

3.2 Desk study

Review of documentation has included literature on lessons learned in public engagement in Denmark and beyond (surveys, evaluations, manuals, notes and briefs) and a selection of sources listed in the list of literature annexed. Analysis has also included documentation in relation to the ten cases selected. In general, selected case studies proved challenging to generalise on the basis of but useful in generating learning across evaluation questions, especially with regards to the relationship between audience reach, segments and increased public support for overseas development and/or humanitarian assistance.

3.3 Dialogue mechanisms

Dialogue with MFA and CSOs has served a variety of purposes of data collection, learning and validation of findings and recommendations and fall in five main categories.

- **Evaluation Reference Group**
An introductory meeting of the ERG set up to comprise MFA as well as all strategic partners and pooled funds took place on 17 September 2020 and was followed up by a dedicated meeting of public engagement staff from MFA and all organisations on 24 September 2020. The ERG reconvened on 26 March 2021 to discuss emerging findings and draft reporting.
- **Individual interviews**
A sequence of interviews have been pursued with MFA senior management and staff specializing in evaluation and engagement as well as CSO representatives in connection with assessment of cases and experiences with modalities such as grant mechanisms. Case studies included interviews and focus groups with CSOs and user representatives, such as a teacher experienced in using the Red Cross teaching material on 'War and Humanity', volunteers of Engineers Without Borders, and a focal point for PlanBørnefonden's partnership with Nærum Gymnasium, in turn leading to fresh supplies of documentation for follow-up desk review.
- **Global Focus**
On 5 October 2020, thematic evaluation plans were presented to the Global Focus working group on public participation bringing together 25 CSO engagement staff. The Evaluation Team was invited back for a follow up session on 27 February 2021 to discuss and validate emerging findings.
- **Advisory Panel**
A panel bringing together CSO and sector experts was established to discuss and validate emerging findings. The panel convened for two-hour meetings on 22 January, 10 February and 19 March 2021. Particular panel interest included methods to measure outcome-level results, purpose of engagement and perspectives for stronger collective impact.
- **Learning seminar**
In response to survey findings on fundraising performance, a learning seminar was organized on 23 February 2021 to make sense of findings and discuss recommendations.

3.4 Survey data limitations

The diversity of civil society partners covered by this evaluation has implications for the data coming out of the various evaluation instruments. The most obvious limitation relates to comparability of survey data. The attraction of survey data is the fact that inclusion of all 16 strategic partners and six pooled funds means that survey data cover a full picture of CSO public engagement dimensions, audience reach and fundraising performance. The challenge is that results are difficult to compare in a meaningful way. For example, while it would be tempting to aim for a dynamic picture of fundraising trends by asking for more years, the survey sticks to the most recent 2019 data in order to optimise response rate and comparability.

By way of example, when we learn that the aggregated number of individuals reached total 2,421,303, this number may sound impressive, but what really does it mean? How many Danes are counted more than once? And is the number overwhelming or somewhat disappointing? Likewise, what do we learn about popular support in Denmark when survey data tells us that Danish Refugee Council overshoots their own-financing of the SPA budget by raising not the required 20% but 6.671%? How is the performance of DanChurchAid in not only raising the required 5% in cash donations in Denmark but 45% compared to the six organisations who do not have a tradition of fundraising and only just live up to the 5% requirement when it comes to diagnosing the popular support of those organisations?

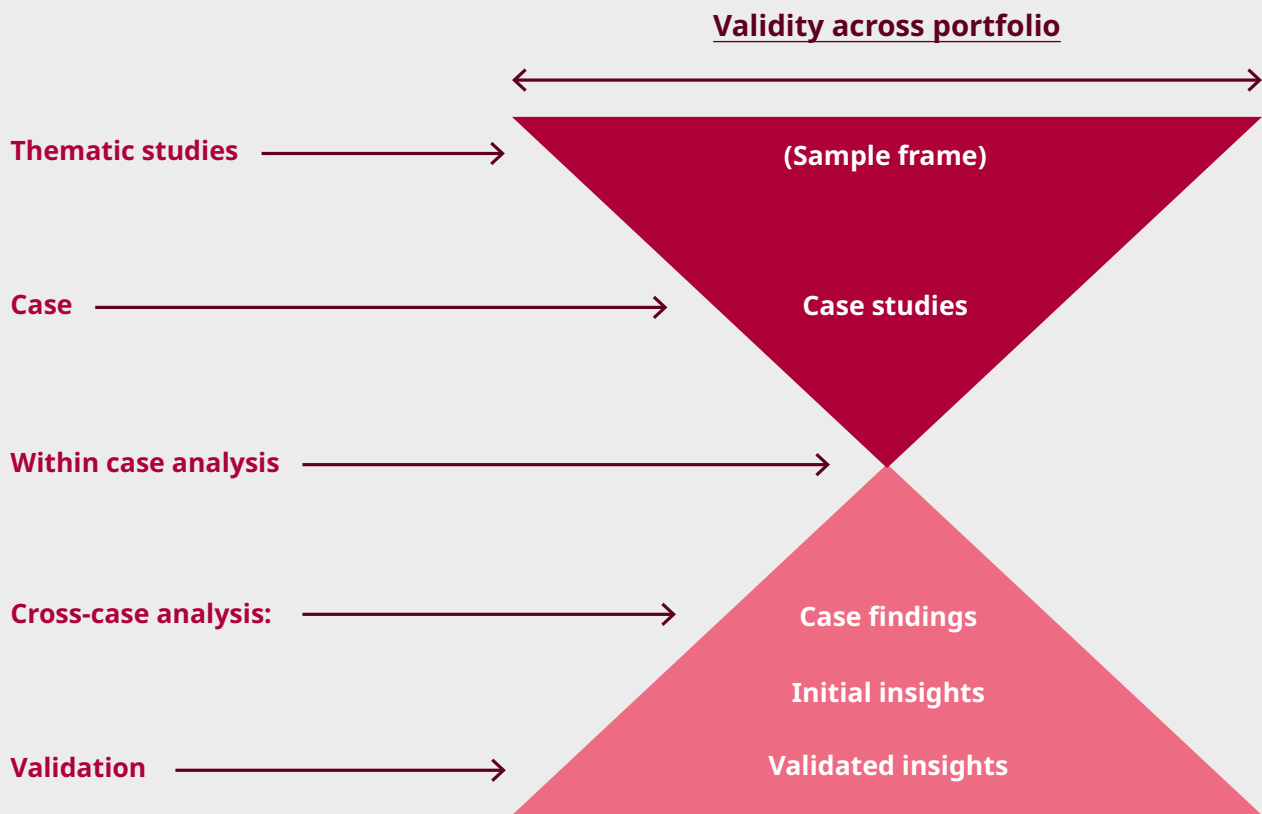
These examples demonstrate the caution required when drawing conclusions from the data but does not render findings irrelevant. By contrast, the findings speak volumes on the diversity of civil society and what to be aware of when attempting to measure the outcome of public engagement endeavours.

3.5 Learning from case studies

An issue that has been the subject of considerable discussion during the inception phase is that of 'generalisability' of case evidence. In other words, what do evaluation cases tell us about the overall portfolio of civil society work supported by Denmark? This is particularly pertinent as ToR state that 'due to the diversity and complexity of Danish support to civil society, a full-scale evaluation of the portfolio in its totality will not produce the body of outcome level results necessary to stimulate learning and improved results'.

By definition, case studies are examples where it is possible to drill deeper and extract meaningful findings, but they do not automatically represent the wider body of work. The evaluation addressed this issue in two ways: firstly, by selecting, analysing and validating the case studies in ways

FIGURE 1. THE ANALYTICAL PROCESS



that told more about the whole portfolio; and secondly by carrying out a survey covering the whole portfolio to supplement the cases.

The 10 case studies were necessarily based on a relatively small number of results. However, validation and sense-making processes enabled the evaluation team to understand the wider application of findings. While the case studies did not represent the totality of results, they provided evidence-based, validated insights resonating across the portfolio. The diagram above illustrates the analytical process. Validation of case studies emanated from discussion with stakeholders, portfolio-wide document review and the portfolio-wide survey.

3.6 Implications of Covid lockdown

Lockdown in response to Covid-19 was another factor in the conduct of this evaluation from August 2020 to March 2021 when large congregations of people were not allowed. By consequence, meetings

of the ERG, the Advisory Panel and learning seminars with fundraisers and engagement specialists in the context of Global Focus and other contexts all had to be converted into virtual meeting formats.

While these formats involved constraints measured up against the opportunities for variation and informality associated with physical meetings, the overall conclusion of the evaluation is that the bulk of assessments and analyses proved feasible and that mobility restrictions may in fact have contributed to accessibility of key informants in CSOs typically prone to frequent travel schedules.

By way of example, all three meetings of the Advisory Panel were conducted as planned without a single absent member but rather with high levels of participation throughout, including real-time sharing of documentation in the virtual chat function on topics covered as the meetings were in progress.

On the programme side, implications of the lockdown present a mixed picture. Interviews with civil society respondents on efforts to influence international policies (EQ4) brought about evidence of new opportunities for nation-wide reach of online activism. MS Action Aid Denmark reported that volunteers joining during 2020 had less of an urban bias and virtuality had offered new possibilities for more flexible engagement. However, for other respondents engaged in public engagement with resource mobilisation as primary aim the experience has been bleaker. As evident in the case of Danmission outlined in Chapter 4 of this report, loss of revenue from Danmission second-hand shops has had a severe impact on this variety of public engagement throughout 2020 and into 2021.

3.7 We will just have to work with this

A final constraint of an assessment of this nature is the fact that while evaluation questions may be perfectly sensible in their quest for information on trends of audience reach and insights into how support for development cooperation may be affected by certain examples of public engagement, the stark reality is that such assessment will invariably depend on the documentation available.

To illustrate this point, the Evaluation Question 1 queries if Danish CSOs are effective in reaching an increased number of segments of the Danish public and while this question can be asked (and was indeed part of the survey) the absence of a baseline on audience reach makes it necessary to adapt the line of enquiry to work with the information that is available.

Evaluation Question 3 on evidence of public engagement leading to increased public support for development cooperation is another case of evaluation assessments having to work with what is there. The general

picture on outcome and influence on attitudes is that we do not really know very much. During meetings of the Advisory Panel set up for this evaluation, the lack of evidence on the outcome of public engagement was identified as a fundamental issue to be addressed. Looking at the body of results documentation and annual reporting on public engagement, the predominance of output and process details is striking. The noted absence of documented results at outcome-level resonates with findings of similar qualitative evaluations of communication and public engagement.⁵

5. Evaluering af Danidas Oplysningsbevilling (2012-2016) – conducted by Verner Kristiansen ApS for the Ministry of Foreign Affairs of Denmark 2016.

4. RESULTS OF PUBLIC ENGAGEMENT

Response to the five evaluation questions on results of public engagement are presented in this section and can be summarised as evidence of comprehensive high quality engagement activities with innovative examples but also challenges of silo-thinking and low reach beyond the already converted believers:

1. Are CSOs reaching increasing segments?

Despite the absence of baseline from which to measure progress, indications are found that strategic partners reach large segments, according to the survey with accumulated numbers exceeding 2.4 million. Social media followers, subscribers and sponsors account for 51% of the accumulated reach. CSOs report on increasing reach through a wide spectrum of activities, but trends are rarely quantified and CSOs tend to operate in silos and highlight 'fundraising' and 'raise profile of our organisation' when asked in the survey to indicate the most important drivers of engagement. In conclusion, CSOs reach significant segments but that challenges remain in moving away from a silo approach and engage more in partnership efforts for stronger collective impact.

2. Are CSOs reaching new segments?

The evaluation finds wide-spread ambitions on outreach to new segments but a continued strong focus on youth in the strategic reporting and case evidence assessed. Primary and secondary school students stand out as particularly favoured target groups and evidence of outreach to segments labelled as 'marginally' and 'totally disengaged' by research is limited. However, evidence was found of engaging vocational students around policy issues on migration and micro-level involvement of non-traditional diaspora segments volunteering in recycling schemes. In conclusion, challenges of reaching beyond the already converted are widely recognised and more joint efforts required to target non-traditional groups of less engaged citizens.

3. Do CSOs have impact on support to ODA?

Little is known of the impact of public engagement and how it influences attitudes and behaviour over time. Some evidence is presented by the evaluation of long-term institutional partnerships and outreach young families aiming to bring the life experiences of refugees close to home. In conclusion, limited knowledge on impact

is widely recognised and an opportunity exists for umbrella bodies to explore the potential of approaches to measurement at outcome level.

4. Do CSOs contribute to policy pressure?

Public engagement in Denmark is reported by CSOs to help the overall work and policy pressure when asked in the evaluation survey. CSOs frequently call for policy change in general terms and cases are presented in this report of policy pressure on taxation at municipal level in Denmark and involvement of non-traditional partners in migration policy. However, pressure is frequently linked to international federation of CSOs rather than specific efforts in Denmark. In conclusion, while direct links to policy pressure are limited, potential exists for more collaborative efforts.

5. Do CSOs meet financial requirements?

CSOs are found to comply with current financial requirements to own-finance 20% and raise 5% of the strategic partnership grant in Denmark. During an evaluation learning seminar, partners found the requirement to be a useful driver of outreach and alliance-building in Denmark that should be maintained at 5%. However, evidence is also found of high cost involved in raising funds in Denmark for younger CSO without a tradition of cash donations. In conclusion, financial requirements are found to be reasonable, if – in a few specific cases – also costly to meet.

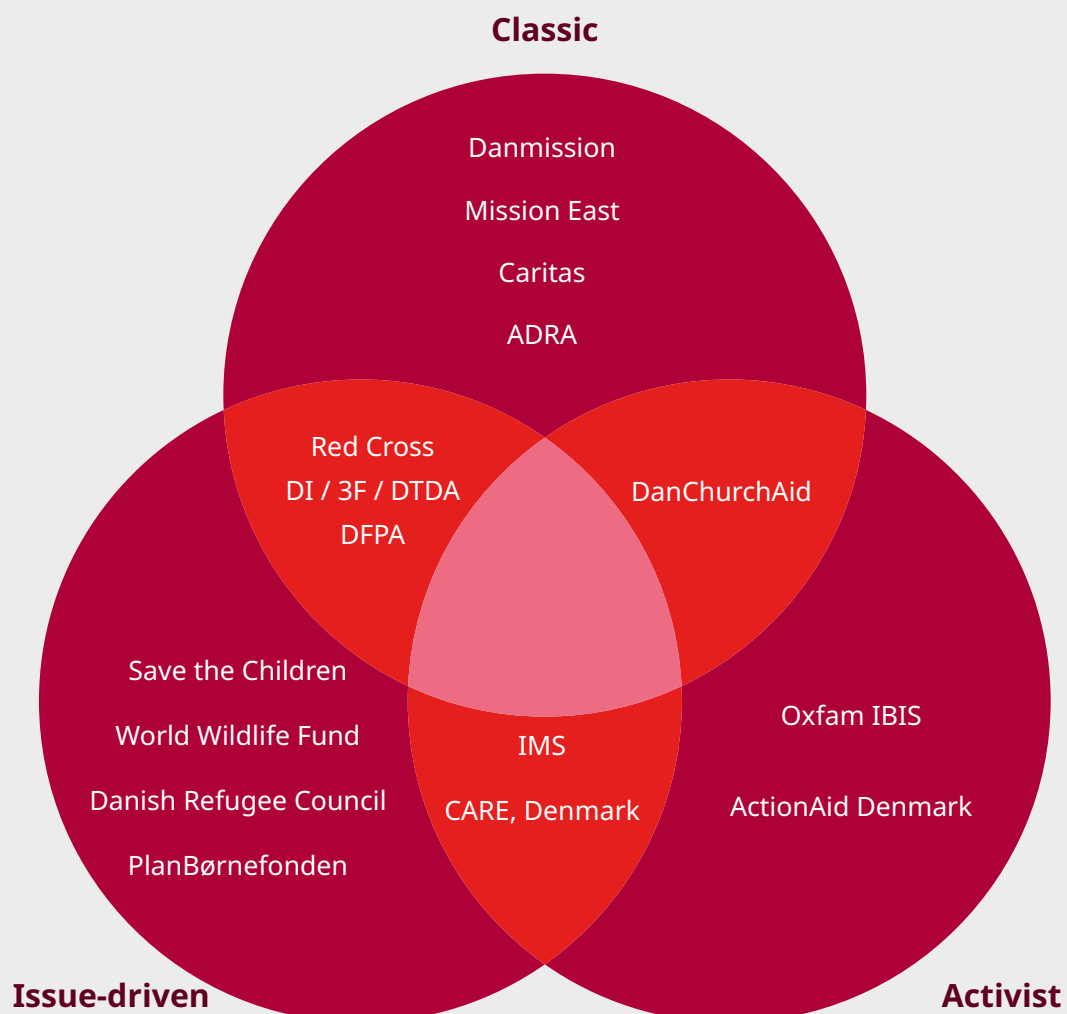
This evaluation documents a significant body of evidence that Danish CSOs are, on the whole, effective in engaging significant and diverse segments of the Danish public, captured in this section in three distinct clusters of classic, issue-driven and activist engagement.

Notwithstanding this evidence of outputs and reach, documentation of impact is limited and the overall tendency is for engagement to be driven by a silo-approach aiming at profiling and fundraising for individual CSOs rather than collective impact and long-term, although there are also examples of that (such as World's Best News and DanmarksIndsamling) but outside the scope of Project and Programme Related Information (PRI).

Looking across strategic partners and pooled funds certain patterns emerge that can facilitate insights into different public engagement strategies and, in turn, how these link to each organisation's identity and institutional roots. To illustrate such patterns, three clusters have been identified based on constituency traits, mandates and engagement approaches. Such categories involve an inevitable element of simplification but make sense for analytical purposes of identifying patterns:

- **Classic** – Long-standing engagement in Denmark with strong local roots and national outreach. Inclination towards pre-defined constituencies such as faith-based groups and trade unions
- **Issue-driven** – Typically strong attention to a particular issue or theme such as the rights of children or people with disabilities, environmental protection or refugees. Diverse target audiences.
- **Activist** – highly focused on policy pressure and relatively more on advocacy. Advocate for stronger participation in public engagement activities. Predominance of urban target audiences.

FIGURE 2 - PUBLIC ENGAGEMENT PATTERNS OF STRATEGIC PARTNERS



Overall, the picture of broad, if somewhat fragmented, engagement results resonates with survey findings referenced in Chapter 5 of this report indicating high levels of knowledge by Danes of global challenges and development (humanitarian emergencies taking centre stage), positive attitudes towards Danish participation in development cooperation (if somewhat fragile given a mixed picture on perceived effects) and a fair amount of active involvement (notably when it comes to what the Aid Attitudes Tracker coins ‘cheap engagement’: donations for second-hand shops, cash donations and purchases).

Attribution from CSO engagement activities in Denmark to survey evidence has to be treated with caution as other factors such as media exposure and schools also play a significant role in shaping of knowledge, attitudes and practices of Danes. However, when considering that donations are as prevalent as they are in survey findings and these are known to be organised by CSOs and when CSOs are known to play an instrumental and growing role in providing teaching materials to schools in Denmark it seems fair to conclude on the basis of such proxy indicators that CSO engagement contributes to knowledge-levels and supportive attitudes.

This evaluation documents the diversity of civil society that the Policy for Danish Support to Civil Society (2014) refers to as a ‘vital quality and, therefore, individual organisations will remain free to choose different parameters in this work’. This is reflected in the extent to which public engagement is approached very differently by CSOs, to the point of making meaningful comparisons challenging.

Public engagement activities, including the 10 case studies of this evaluation, differ particularly in the extent to which engagement in Denmark is driven by fundraising for development programmes in the field or awareness as a goal in itself. Second-hand shops are a case in point serving to generate income for several Danish CSOs. In this type of engagement, awareness is present as story-telling in the shop but secondary to fundraising. Conversely, issue-specific campaigns or educational material tend to emphasize awareness as a primary objective with limited or no focus on revenue.

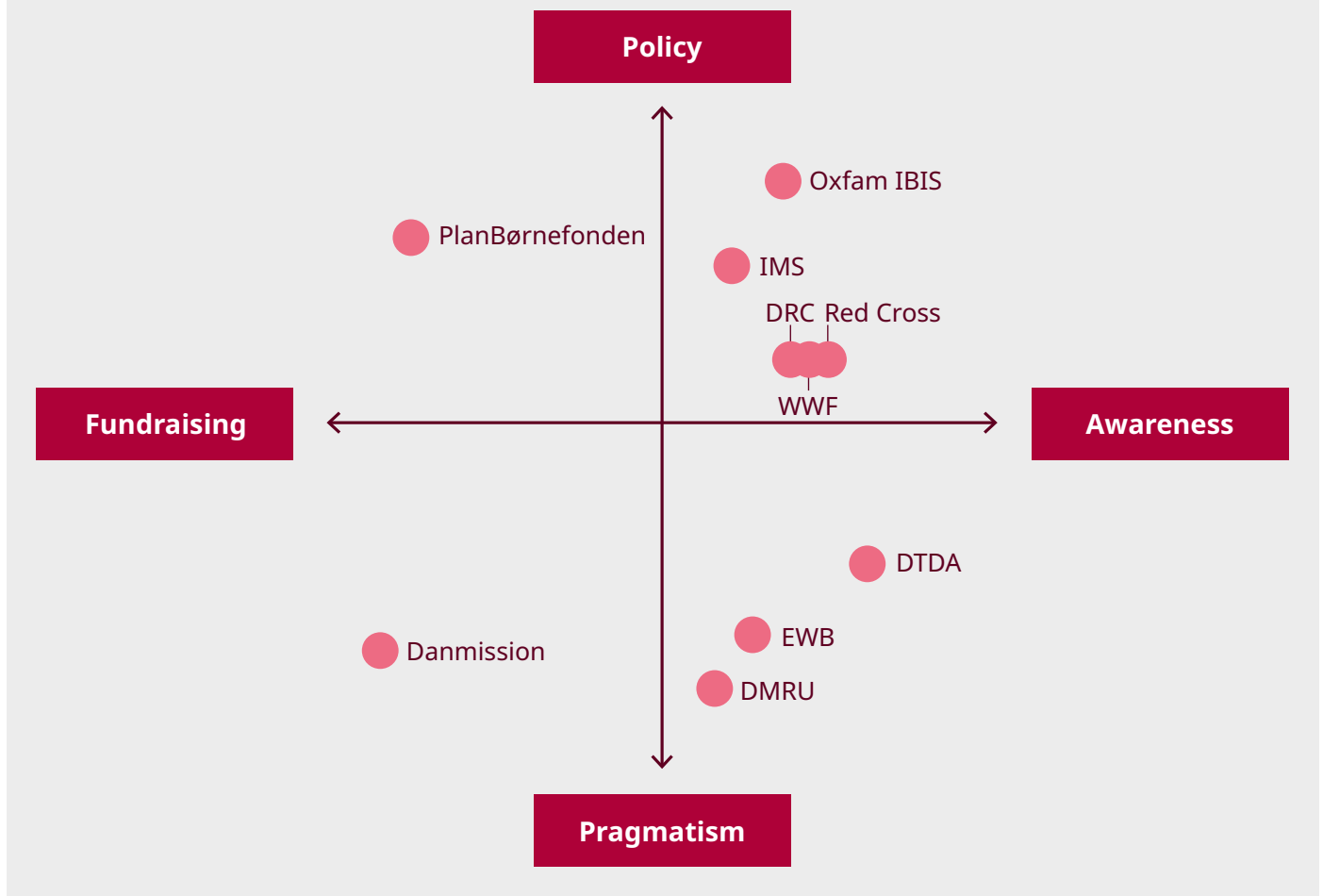
Evidence is presented in the following section of results achieved by CSOs using SPA and pooled funding to engage Danes using a wide range of approaches, including:

- **Knowledge**-transmission (almost invariably an element of public engagement and very often with profiling the CSO itself or fundraising in primary position – top motivation according to survey)

- **Attitude**-influence (typically but not always an element, often linked to profiling the CSO itself or fundraising as an essential part of the answer to challenges presented)
- **Call-to-action** related to (a) policy (relatively small scale and typically de-linked from fundraising) or (b) fundraising (considerable scope and typically de-linked from policy)

When asked in the survey questionnaire to quantify how many persons were reached during the past, the aggregated number comes to 2,421,303 individuals. It has to be expected that such numbers include double-counting but even if numbers were cleared of such factors, results would not be easy to make conclusions upon due to the diversity of engagement modalities applied by Danish CSOs. Two case examples illustrate these challenges. Aggregated numbers reached comprise a wide range of engagement degrees from signed-up members of the WWF Panda Club of whom little is known apart from the fact that they receive communication material regularly to volunteers at Engineers Without Borders who commit to long-term engagement in bringing engineering solutions to use in developing countries.

Some CSOs span across categories for different reasons such as a when an organisation has a longstanding tradition of undertaking public engagement work but within a clearly defined theme. The categories are presented as a continuum below where five partners are found in the subsets of two categories:

FIGURE 3 - ENGAGEMENT DIMENSIONS OF THE 10 EVALUATION CASES

An axis to differentiate between public engagement dimensions is the degree to which activities mobilise citizens for the sake of creating policy pressure versus practical solutions that focus on more immediate outputs or transactions.

The 10 cases for this evaluation have been selected with an outlook to illustrate these differences. Distinctions are first and foremost analytical in nature, and it should be noted that categories overlap in practice. In addition, the graph is case-based and hence does not represent the full picture of each organisation's public engagement efforts. Rather, the purpose of the illustration is to visualise the diversity of public engagement in Denmark and help understand why requirements such as fundraising in Denmark have such different implications for the strategic partners and tend to favour CSOs with a change theory emphasising engaging Danes primarily to raise funds for programming abroad.

Current PRI-budgets are found by this evaluation to be relatively limited in scope. Strategic partners particularly emphasise that the global

agenda of the SDGs with their relevance for developing as well as developed countries justifies higher spending on public engagement in Denmark. The SDG agenda also justifies keeping broad objectives for PRI rather than restricting the purpose to narrow information of specific programme-related results in the field.

At the same time, it is recognised that some CSOs are keen to localise resource spending. This typically involves a drive from spending at headquarter level to field offices and could have implications for CSO interest in spending more resources on public engagement in Denmark. This is why the higher ceiling of 3% of SPA activity budget to PRI (up from the current level of 2%) is recommended as an option rather than a requirement as decision-making on whether or not to move public engagement into a higher gear should rest with civil society rather than be imposed. Partners should be entitled to opt for a localisation approach of optimising spending in the Global South, should they so wish.

#1 *it is recommended that MFA (a) maintain **broad objectives** for Project and Programme Related Information to include wider calls to action on SDGs and other global issues as well as programme related results. and (b) allow strategic partners to **spend up to 3%** of the programme budget of the SPAs public engagement activities in Denmark.*

Knowledge and attitudes in Denmark

Since 2010, the Ministry of Foreign Affairs of Denmark has commissioned an **annual survey** on knowledge and attitude of Danes vis-à-vis development cooperation and SDGs. The most recent survey concludes that – with some important nuances – the share of respondents supporting development cooperation is on the increase⁶. While the share of supporters was 57% in 2018 and 2019, survey data from 2,000 respondents found this to have risen to 63% in 2020. 18% declare themselves neutral and 17% opposed to development cooperation. Greatest change was observed among 18 to 30 year-olds, 64% of whom declare themselves as supporters in 2020 compared to 50% in 2019.

Support is confirmed to correlate positively with high levels of education (81% support by academics compared to 53% support among respondents with primary school as highest education) and to residence in an urban setting (69% share of supporters in Copenhagen vs. 57% of residents in other parts of Zealand).

6. Danskernes kendskab og holdninger til det danske udviklings samarbejde og FN's verdensmål – conducted by Advice for the Ministry of Foreign Affairs 2020.

The share of supportive Danes has been consistently high for decades. Interestingly, it coincides with a mixed picture of the perceived effects. The combination of high levels of support and a general lack of confidence that aid works suggests that support is broad but fragile. In 2020, a significant share of 51% of respondents agree with the statement that development funds often end up in the wrong pockets due to corruption. This share is up from 45% in 2019.

Recognition of widespread corruption does not prevent 58% of respondents from reaching the overall conclusion that development cooperation, on balance, makes a positive difference. This compares to only 21% who are not sure and only 16% directly disagreeing with the statement of a positive difference. Also, the largest group of respondents (38%) believe ODA budgets are too high, followed by 30% who believe ODA budgets are about right and 20% who find ODA budgets ought to be increased.

Interestingly, SDG data from the survey indicate that 54% believe numbers of poor people are on the increase. While this reflects an imperfect perception, it probably adds to the high levels of ODA support.

Danes are found to associate development cooperation strongly with humanitarian assistance. Most frequent positive word associations are 'aid' and 'emergency relief' and 'waste' and 'money' on the negative side. The humanitarian bias is also reflected in brand recognition where a record 81% recognize the name 'Red Cross' followed by 78% who know 'Doctors Without Borders' and 'Save the Children' while recognition of Danida has fallen from an already moderate 56% in 2018 to 51% in 2019 and 48% in 2020.

Aid attitudes in four countries

Results published in 2020 of comparative research into public engagement effects in four different countries – France, Germany, UK and the United States with 6,000-8,000 respondents in each – confirm this picture of significant variations between segments of the population⁷. Findings of this considerable data set, drawing on panel data from the Aid Attitudes Tracker (2013-2018) comprising changes in attitudes and behaviour, are summarized by the title of an article published by Development in Practice: Not one, but many “publics”. The study introduces a new segmentation comprising five distinct groups:

1. The totally disengaged
2. The marginally engaged
3. The informationally engaged
4. The behaviourally engaged
5. The fully engaged

7. J Hudson et al: Not one, but many “publics”: public engagement with global development in France, Germany, Great Britain and the United States, *Development in Practice*, 30:6 (2020), pp. 795-808.

The study refers to 'cheap engagement' – such as one-off donations or passively engaging with news and other social media – and finds that this constitutes the most common engagement activities respondents undertake. This is confirmed by the Danida Survey referenced above. Such transactional models of engagement are criticized on two accounts. They are found to pander to the public's preference for convenient, arms-length forms of engagement. Furthermore, the model ignores the structural causes of global poverty in suggesting that change can be brought about by a series of one-off donations, clicks or signed petitions.

The study notes that CSOs appear to have bucked the trend of falling donations but also finds that despite robust income levels, there are growing concerns that the transactional model of public engagement is under strain. Serious concerns include donor fatigue and dominance of outdated narratives.

Three key contributions of particular relevance to this evaluation are:

1. The segmentation approach documents that reference to engagement of a 'general public' is a limited perspective that needs to be replaced by more differentiated references to many "publics" and, by implication, initiatives tailormade with explicit target groups in mind.
2. The data provides evidence of both aggregate and individual-level change in engagement level over time but net change is small and the largest groups – by far, over time – are the Totally Disengaged and Marginally Engaged.
3. Contrary to the received wisdom that individuals climb a "ladder of engagement", the data shows that patterns of engagement tend to remain fixed within a segment. with an important distinction: respondents in less engaged groups are less likely to move out of these groups and tend to stay disengaged. Respondents in more engaged groups are more likely to move in and out of engagement.

A similar study using the Aid Attitudes Tracker in Germany, suggested strong links between political orientation and support for development cooperation alongside a "positive view of aid effectiveness, a sense of moral obligation towards countries in the Global South, and a positive assessment of the economic situation".⁸ The study highlights the importance of different contextual factors influencing public support for international development and points to a predominant leftist discourse among the more "committed" – a theme that has been echoed by stakeholders during this evaluation.

These studies are a sobering reminder that even though interventions may be of high quality and reach significant numbers, audiences tend to be found within the same relatively small segments when compared to the overall populations. By implication, for public engagers, more effective outreach to non-traditional target groups is of the essence, even if research cautions us that people do not necessarily move up a ladder but rather that migration between segments is found to be a rare sight.

4.1 Audience reach of larger segments

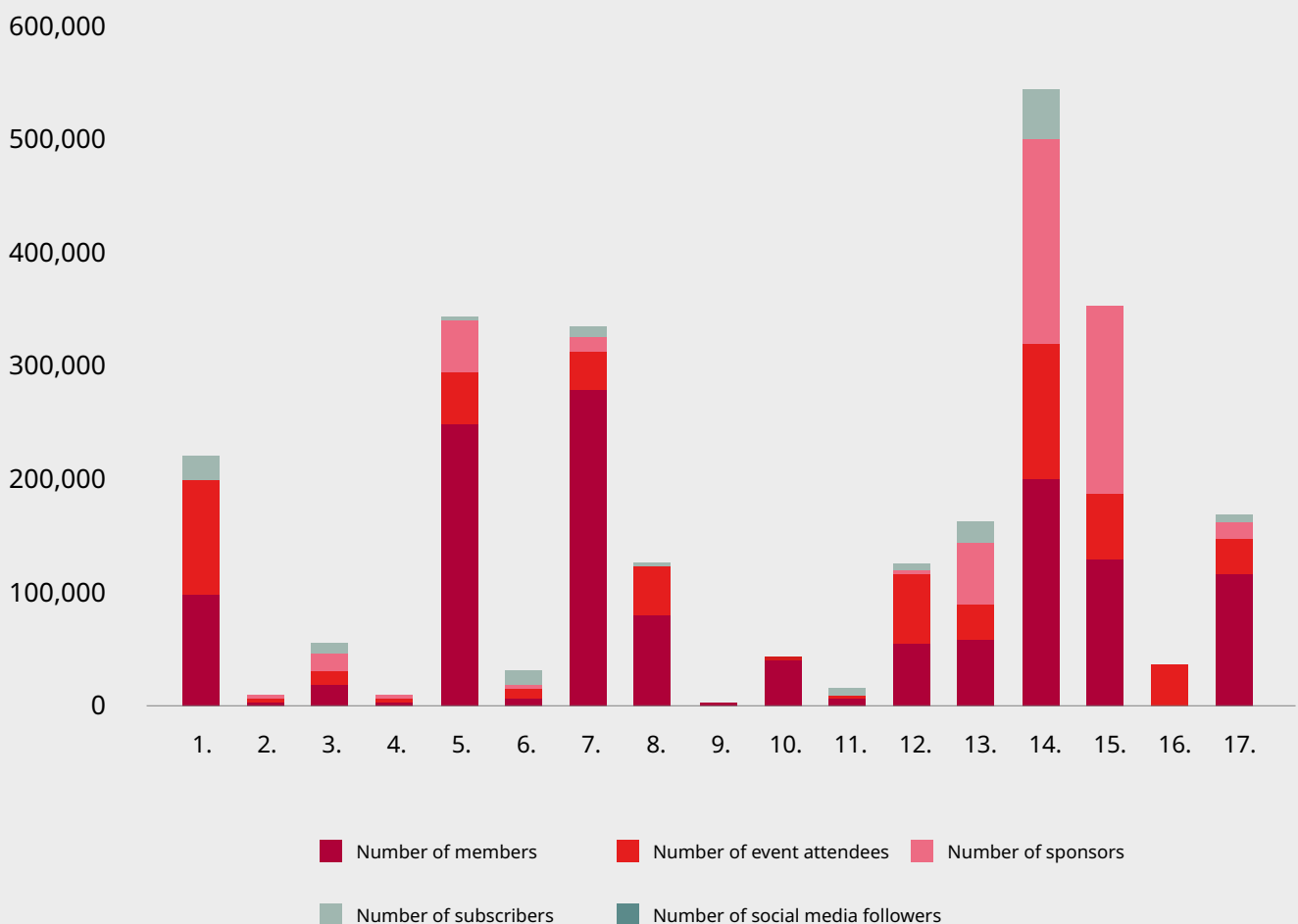
Evaluation Question 1: Are Danish CSOs effective in engaging an increasing segment of the Danish public around SDGs etc.? What lessons can be learned collectively about different approaches?

Key conclusions: Despite the absence of a baseline to measure progress up against, this evaluation finds strong indications that CSOs are effective in reaching large segments of Danes and contributing to relatively high levels of knowledge and positive attitudes towards development cooperation. CSOs achieve this through improved capacities for digital public engagement and increasing collaborations with both private sector actors and public institutions who amplify outreach through own platforms and dissemination. However, impressive figures on segment reach are somewhat blurred by double-counting and signs that engagement is to a large extent driven by a silo-approach aiming at profiling and fundraising for individual CSOs rather than collective impact and long-term changes at outcome level.

8. Gleser, S. et al. (2020): Attitudes Towards Development Cooperation: New Evidence on Germany. Available at: <https://developmentcompass.org/blog/action/attitudes-towards-development-cooperation-new-evidence-on-germany>

Meaningful measurement of audience reach is complicated by limitations of knowledge as well as different realities hiding behind the head-counts. This evaluation asked strategic partners and pooled funds how many Danes they reach and aggregated numbers amount to 2,421,303 individuals. CSOs were asked to indicate their estimated reach through different platforms. It has to be expected that several Danes are counted more than once. Also, counts cover a wide range of engagement types from being a one-off customer in a second-hand shop over providing a SoMe 'like' to long-term active involvement in provision of in-kind voluntary working hours, sometimes using second-hand skills in engineering or taxation.

FIGURE 4 - "WHAT SIZE ARE THE TARGET AUDIENCES YOU HAVE REACHED IN 2020?"



* Pooled funds not included in graph as they represent a multitude of different organisations.

Examples of online engagement:

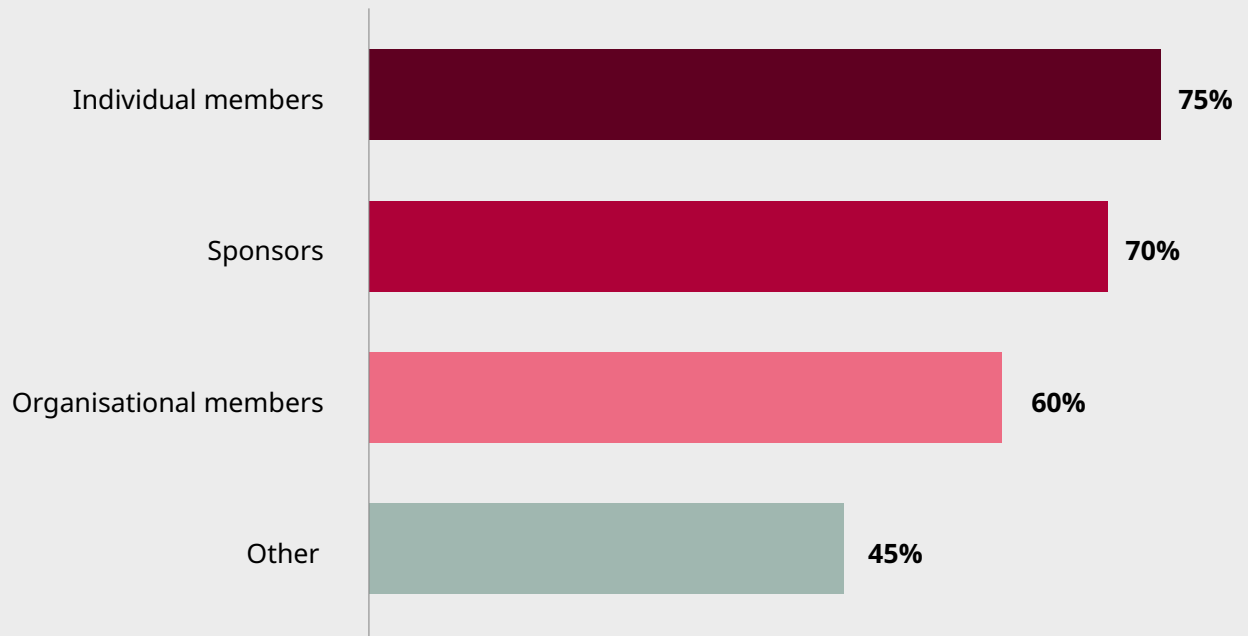
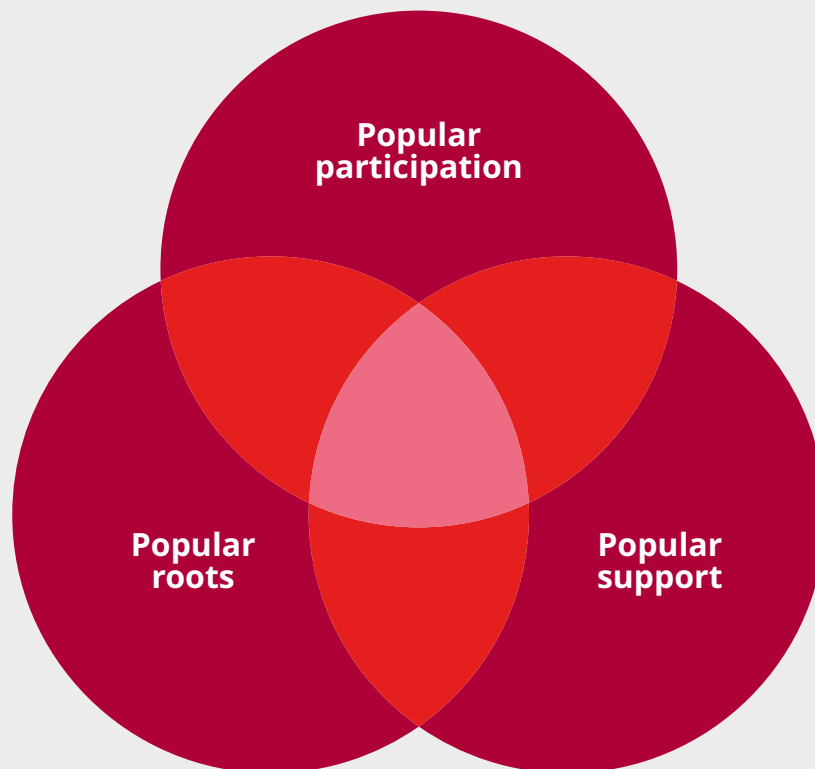
"Through the years we have engaged individuals to become private fundraisers by publishing case stories on our website or on social media that have evoked their response. Our website ensures a huge part of our engagement work." – DanChurchAid

"We also use quizzes and online tests as part of online engagement. We have found that they work well as a 'dialogue starter' with some of our target groups and our internal target group surveys/interviews have shown that they are well perceived." – Danish Family Planning Association

According to the survey respondent, the answer to the first evaluation question on whether CSOs reach a larger segments is a clear yes. 13 out of 18 respondents indicate that their target audiences have increased since 2016. As shown in the graph below, social media followers, subscribers and sponsors take up the biggest proportion (51%) compared to members and event attendees. Eight respondents use social media and website traffic for indications of increased audience numbers whereas a few respondents indicate to have no data to demonstrate increase. Several respondents note that Covid-19 has severely hampered the opportunity for outreach through physical events.

CSOs were asked to provide examples of which indicators they apply to measure the effects of their public engagement efforts. Every respondent indicates use of basic reach indicators – i.e., number of persons exposed to activities, membership numbers and social media followers. A minority mentions use of qualitative data from focus groups or questionnaires or anecdotal feedback from event participants. Several respondents indicate that they do not carry out baseline studies or evaluation activities as this requires a lot of resources. Another common success criterion is press coverage or changes to policy in an area, however, most respondents mention indicators capturing the breadth of their audience reach.

Respondents of this survey represent a diverse group of organisations with different membership constituencies. As illustrated below, CSOs define their constituency in various ways, however, most respondents see individual members as their primary constituency, often in combination with collective members and sponsors. A few organisations, such as PlanBørnefonden, only have sponsors. International Media Support stands out by only having organisational members. The 'other' category covers volunteers, international members and individuals loosely affiliated with an organisation.

FIGURE 5 - "HOW DO YOU DEFINE THE CONSTITUENCY OF YOUR ORGANISATION?"**FIGURE 6 - DIMENSIONS OF ENGAGEMENT**

In the context of CISU, public engagement is often referred to as civic engagement and is conceptualised with three elements at its core: Roots, support and participation, shown as circles to indicate a degree of overlap between the circles. On the basis of this distinction, preference is expressed for interventions that 'create scope for action and shared solutions in favour of a sustainable world with social justice and climate and environmental responsibility'.

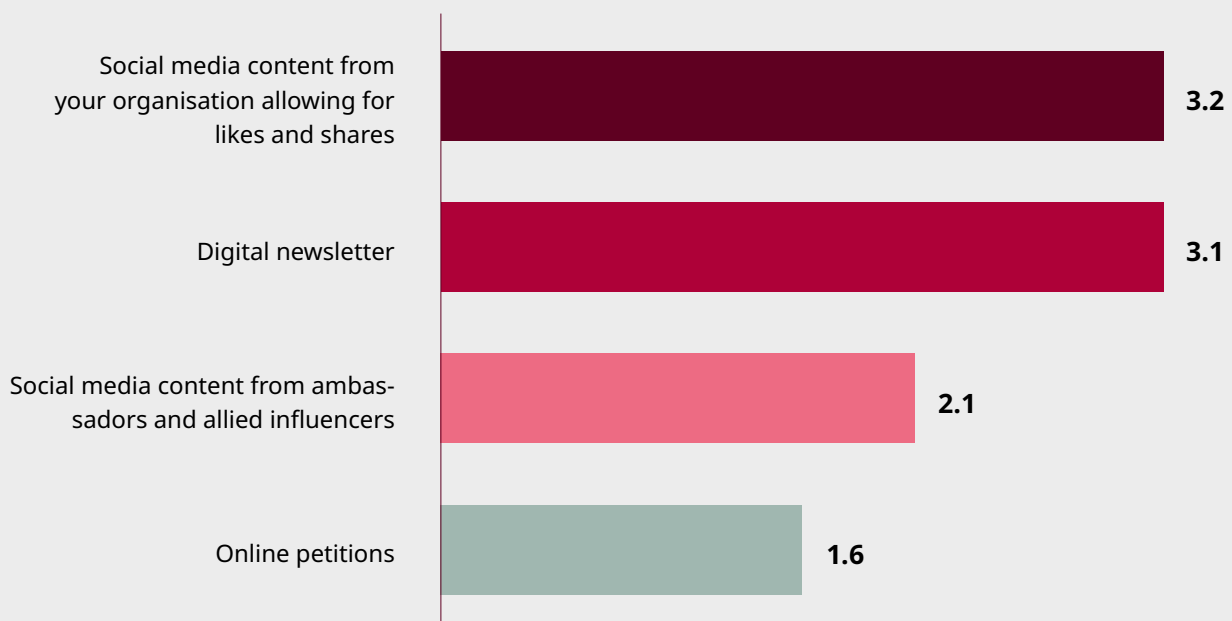
Findings of the survey of this evaluation on constituency relate to the lower-level circles (Roots, Support) while CISU in a Thematic Paper on civic engagement recognise that individuals often move back and forth between the circles, say, by participating actively for a while and then becoming passive members⁹.

The evaluation finds this to be a more realistic approach compared to the classical 'engagement ladder' that assumes automatic 'progression'. As evidenced by data from the Aid Attitude Tracker and the annual knowledge and attitude survey by the Danish MFA, the numbers engaged in roots and support are larger than in participation. Further, the most actively engaged are dwarfed by the much larger segment of Totally Disengaged and Marginally Engaged .

Respondents of the present evaluation survey were asked to rank the most important channel of online engagement. On average, social media content and digital newsletters come out as the most valued means of engaging with target audiences. Respondents provide a wide range of examples, including online campaigns on specific subjects, online interactive components and livestreaming of events. Respondents were also asked to indicate what channels of engagement they use of and rank their importance. For most CSOs, volunteerism constitutes a central pillar of activities in Denmark and participation in governing bodies is seen as the most important type of voluntary engagement. Respondents also value volunteers contributing with in-kind hours and in carrying out public outreach activities such as events and festivals.

9. Civil Society in Development (CISU): Civic Engagement – On how people getting involved in Denmark can support global sustainable development (2020).

10. J Hudson et al: Not one, but many "publics": public engagement with global development in France, Germany, Great Britain and the United States, *Development in Practice*, 30:6 (2020), pp. 795-808.

FIGURE 7 - EVALUATION SURVEY: IMPORTANCE OF VOLUNTEER- AND ONLINE ENGAGEMENT**Importance of volunteer engagement (weighted average)****What is the most important channels of online engagement?
(Weighted score)**

CASE 1: RED CROSS – STUDENT USER DATA DOCUMENT RESULTS OF E-LEARNING ON WAR AND HUMANITY

Since 2010, Red Cross Denmark has developed educational material for students in grades 7 to 9 on war and international humanitarian protection. To adapt to the increasing digitisation of Danish schools, Red Cross decided to enter into a partnership with professional publisher, Alinea, with expertise in developing educational material for primary and secondary school students, including e-learning courses. The case documents engagement results and reach in several ways:

- **Partner outreach:** enhanced outreach and professional branding through established publisher
- **Creative engagement:** Gamification and interactive content targeted at high school students
- **Digital content:** Content is subject to updates and development over time

The partnership resulted in the online course named *War and Humanity* which entails a basic course and teaching material for social science, history, visual arts and Danish. By way of example, works by the street artist Banksy visualises conflict for students of visual art, the interactivity of *War and Humanity* renders the product relevant for a youth audience and has been well received according to teachers interviewed as part of this evaluation. Especially modules developed for visual arts and history have been positively received as alternative ways of approaching the topics of war and conflict, using quality artwork and credible testimonials from Red Cross' humanitarian workers.

The project has proven to be cost-effective, in part given its online format. With production costs of DKK 431,000, *War and Humanity* was launched in March 2020 and has exceeded its intended reach of 10,000 students, with a total of 16.738 users by December 2020.

In addition, the online set-up provides Alinea and Red Cross with new information through markers such as geography, number of unique users, and "time spent" on each page. This enables insights into its actual use, information which was previously inaccessible for similar but physical products. While outcome on student attitudes is unclear, teachers report on positive feedback and student interest. *War and Humanity* allows teachers to track student activity, assess answers from quizzes and provide written feedback.

Red Cross and Alinea constitute a professional relationship of mutual benefit. As one of the biggest publishers of educational material in Denmark, Alinea is able to ensure quality of the material as well as outreach via online platforms. By the same token, Red Cross is able to provide unique perspectives on the subject matter, including personalised histories and concrete situations based on many years of experience with humanitarian work.

Digital engagement creates new opportunities to measure and track the actual use of online information and material. A good example is online edutainment material which produces raw data that, in turn, can give indications of time spent each site, number of unique users, and geography (see case).

By contrast, earlier use of analogue material and physical publications provided little information of its actual use. In general, online engagement is seen as an important channel for increased engagement and holds potential for future and innovative public engagement activities.

Further, Covid-19 has forced CSOs to focus on digital engagement and create innovative alternatives to physical events. While this has led to increased access to events for audiences that may otherwise not have been exposed, it is difficult to capture the type of engagement this produces. Another downside of online engagement is the loss of personal interaction indicated to be a major incentive for audiences, especially youth, to join activities, reiterated by several CSOs and end-user interlocutors of this evaluation.

CASE 2: WORLD WILDLIFE FUND (WWF) – ENGAGING MORE YOUNG FAMILIES IN CLIMATE ISSUES

WWF has a long-standing tradition of engaging children and families as members of the Panda Club which provides access to a wide range of materials and activities including digital content, live events and a monthly print magazine. In addition, membership comes with a set of perks including free access for families to different amusement parks and zoos in Denmark. The case is interesting for increased audience reach for several reasons:

- **Family engagement:** focus on long-term engagement of increasing number of young families
- **Educational potential:** opportunities to expand the concept via primary school partnerships
- **Relevant subject:** attracting an increasing number of families in support of climate action

According to WWF's own data, members are generally satisfied with the Panda Club, and subscriptions currently fluctuates around 5,000 annually with a relative high turnover. However, in its current form the Panda Club does not engender sustainable engagement from families as parents primarily see their affiliation with WWF *through* their children and tend to become disengaged over time.

In its place, WWF's seeks to direct Panda Club towards more analogue activities in the nature and to emphasise the centrality of action to defend biodiversity and mitigation of *climate impact* on nature over the more conventional issues of endangered species and animal welfare. The momentum for mobilisation around global climate challenges provides WWF with a vantage point to attract and retain increasing number of young families to become more actively involved. However, WWF is prepared to accept fewer members if remaining members are more actively engaged. By way of example, WWF plans to phase out discounts and free access perks.

The Panda Club is primarily perceived as a public engagement activity which is broadly anchored within the organisation. As a result, cost-effectiveness is relatively limited requiring inputs from multiple departments. However, according to WWF, the Panda Club needs to generate some degree of revenue to further develop and become self-sustaining.

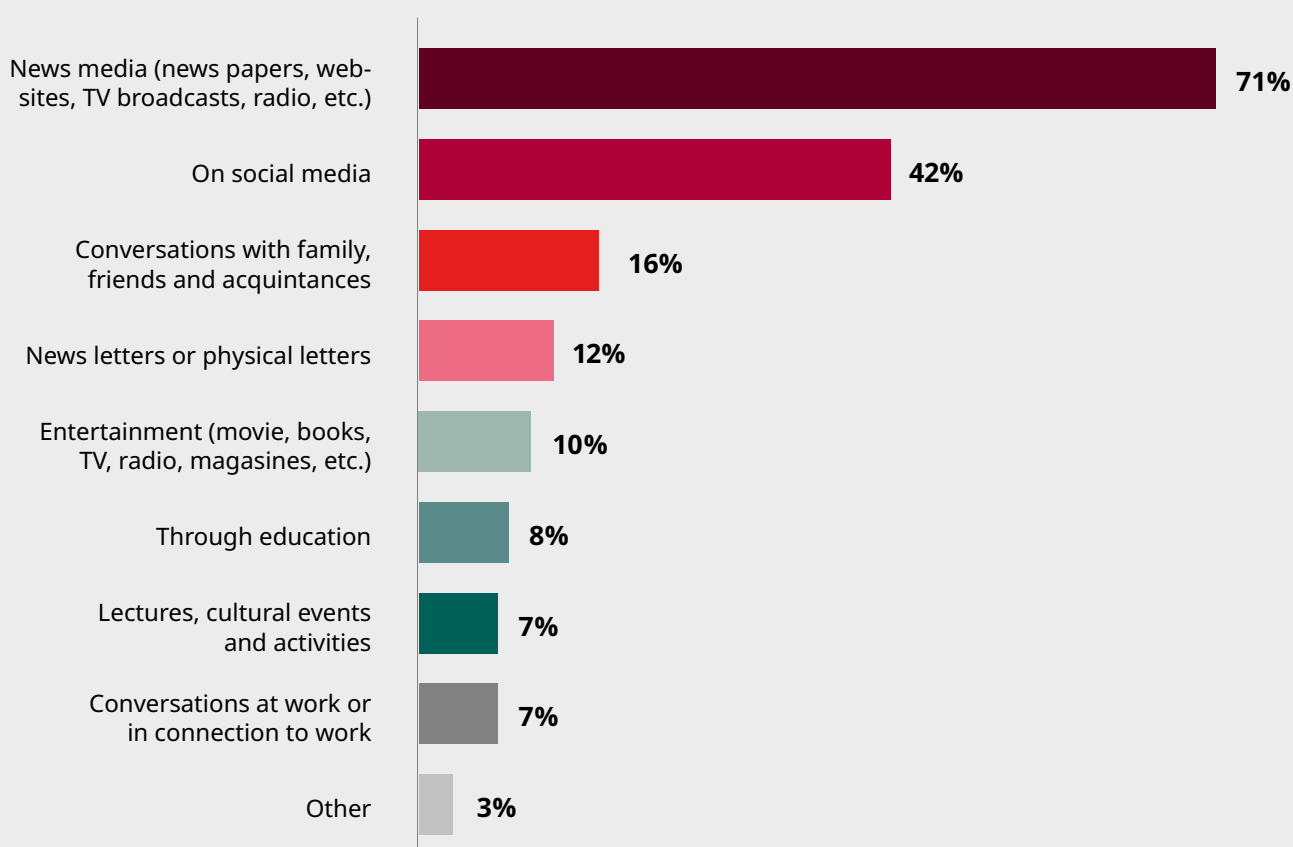
To some extent, WWF has sought to widen the use of Panda Club content through initial engagements with primary schools whose focus on climate challenges have increased considerable. WWF sees great potential in extending content to classrooms which in turn provides good access points to reach an increasing number of families.

As no baseline to measure progress against increasing segments exists, data from the current evaluation is based on a *posteriori* attempts to trace progress on audience reach. Further, the 2013 evaluation had a limited focus on public engagement outreach in Denmark but found evidence to suggest that public engagement activities contributed a "vibrant and open debate" in Denmark and abroad.¹¹

That CSOs in combination reach a high number of target audiences is corroborated by data from pooled funds. For instance, a CISU membership study found that members together engaged a total of over 1.8 million with more than half of organisations present across all regions of Denmark, but again with a likelihood of several individuals being counted more than once.¹²

According to the Danida knowledge and attitudes survey referenced in Section 5.4, most Danes get their knowledge on development cooperation from the media. When asked where they get their information on the role of CSO and government in development cooperation, 71% respond newspapers, radio and TV, followed by social media that account for 42% while education – top priority in CSO public engagement endeavours – are referenced by 8% of respondents.

FIGURE 8 – “WHERE HAVE YOU HEARD, SEEN OR READ COVERAGE OF DEVELOPMENT ENGAGEMENT OF DANISH CSOS OR AUTHORITIES?”¹³



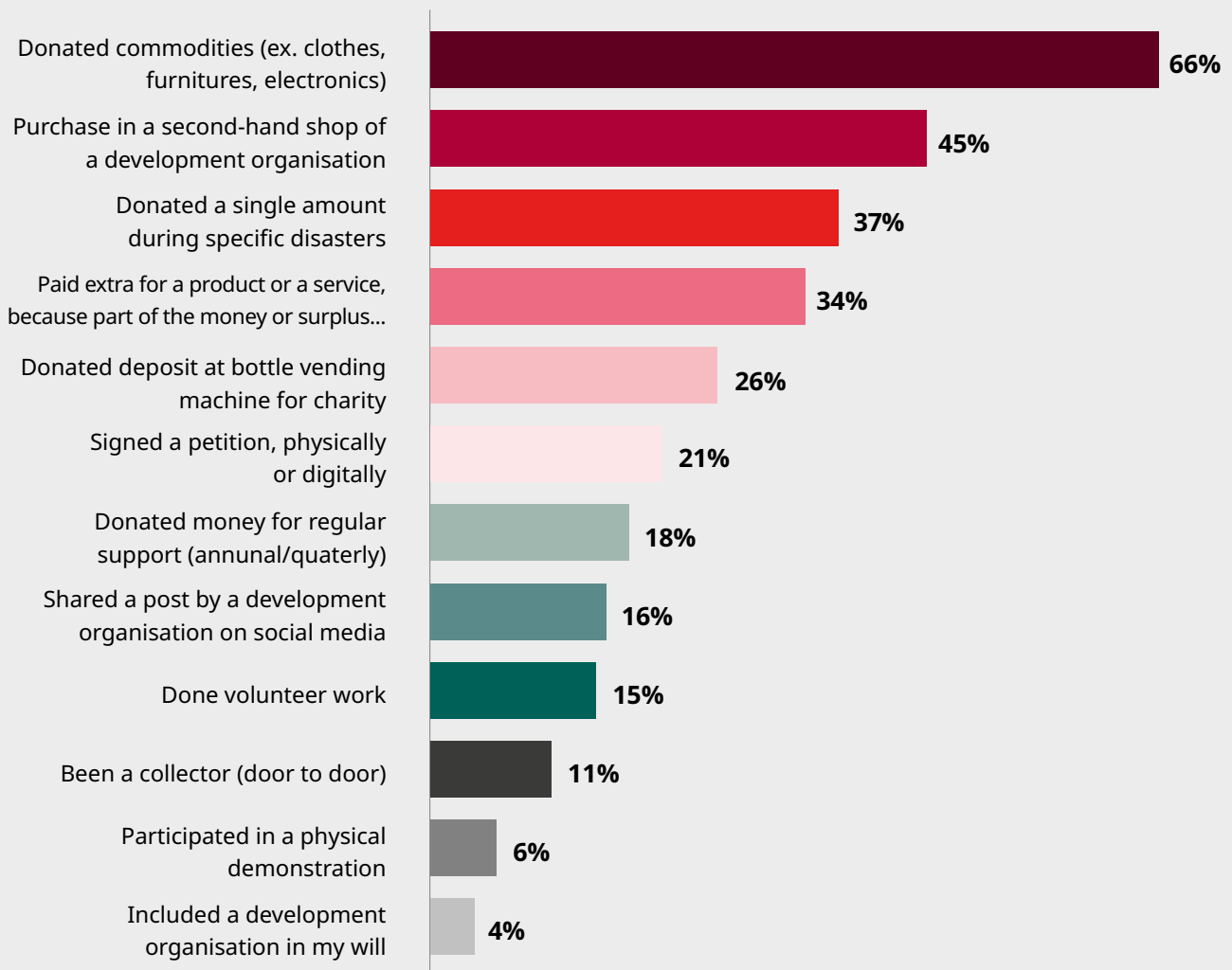
11. Intrac & Tana (2012). Evaluation of Danish Support to Civil Society.

12. CISU (2019) - CISUs Medlemsundersøgelse 2019 "Folkeligt Engagement i Danmark om Udviklingssamarbejde overalt i Verden."

13. Danskernes kendskab og holdninger til det danske udviklingssamarbejde og FN's verdensmål – conducted by Advice for the Ministry of Foreign Affairs 2020, p. 24.

The Danida survey also asked about active engagement and found that donation of clothes, furniture and electronics for second-hand shops and collections are quoted by a record 66% of respondents as an action they have undertaken within the past two years. Purchase in second-hand shops comes in second with 45%, followed by cash donations (37%) and extra payment for a product or service linked to charity (34%). Signing a petition by a development CSO is ticked by 21% and sharing of content on social media are mentioned by 16%. Even when corrected for a degree of overreporting, these levels are quite high. While the Danida survey provides interesting insights into factors such as engagement channels and attitudes, it does not shed light on perception of public engagement activities which could be of interest in future.

FIGURE 9 – “HAVE YOU DONE ANYTHING FOR A DEVELOPMENT CSO DURING THE PAST TWO YEARS?”¹⁴



14. Danskernes kendskab og holdninger til det danske udviklingssamarbejde og FN's verdensmål – conducted by Advice for the Ministry of Foreign Affairs 2020, p. 22.

Evaluation findings show a tendency for public engagement to be driven by self-profiling and fundraising and learnings of the evaluation Advisory Panel indicate a potential that more collective and issue-driven engagement could produce greater impact. This is in line with other bilateral donors, e.g. in UK and the Netherlands encouraging CSOs to apply for funding in consortia. Applications by consortia of CSOs and media professionals signals 'joint call for action now, brands later' and could be aligned with a rolling plan for policy priorities and commitment to predictable funding in a planning horizon of up to three years.

The potential for collaborative efforts has been demonstrated by initiatives such as the World's Best News (Verdens Bedste Nyheder) and the annual collection in collaboration between the Danish Broadcast Corporation (DanmarksIndsamling) and could be unfolded in the engagement funding mechanisms already commissioned in 2020 and planned for 2021 at a budget scope of DKK 20 million. According to the fund manager in 2020, experience from the engagement funding mechanism point to a potential for increased scope and civil society representatives on the Advisory Panel have highlighted the need for more incentives for collaboration between CSOs and media partners.

The Finance Bill for 2021 has an allocation of DKK 20 million already dedicated to 'engagement'. However, findings of this evaluation indicates absorptive capacity as well as policy justification for allocation of additional amounts.

#2 ***It is recommended** that MFA allocate at least DKK 30 million per year to an engagement pool for '**Collective Impact**' allowing consortia consisting of at least two strategic partners and one media or event partner to apply once a year for initiatives with a time perspective of at least 18 months, with priority given to engaging new target groups and documentation of results at outcome level.*

In 2020, engagement pools have delivered proof of concept with user-satisfaction and plenty of high-quality applications. At the same time, CSO applicants call for longer time-horizons and larger as well as small application opportunities. The evaluation finds justification for scaling up the existing small grant funding mechanisms and for outsourcing a mechanism to invite light-touch applications twice a year to a scope of up to DKK 250,000 (up from the current application ceiling of DKK 100,000).

#3 ***It is recommended** that MFA allocate at least DKK 5 million per year to a funding mechanism for **smaller grants** of up to DKK 250,000, open to applications twice a year, with priority given to calls-for-action at local level across and innovative approaches to engaging non-traditional target groups.*

4.2 Audience reach of new segments

Evaluation question 2: Are Danish CSOs engaging new segments of the Danish public?

Key conclusions: This evaluation finds some evidence supporting attempts by CSOs to diversify public engagement efforts coupled with a willingness to engage those who are often left out of development debates. The extent to which this is incorporated into outreach strategies is found to be uneven and frequently, initiatives are presented as reaching out to new segments where, in fact, the intended target groups are fairly well-established. Rather, the trend is an overwhelming focus on enhancing engagement and involvement with already established targeted audiences, most often youth in schools and more and more using digital content. Conversely, explicit attempts to reach new segments are relatively few. However, this evaluation documents a growing recognition that public engagement should cater to broader audiences and reach beyond the already converted. Rather than assuming a linear engagement journey from 'marginally engaged' to 'fully engaged' platforms are needed for different segments of citizens to become involved for a shorter or longer spell depending on motivation and time and resources available. Strategic attempts to move beyond usual and so-called converted target groups could involve reaching segments of society that are sceptic to the effects from Danish support to ODA.

Findings in response to the second evaluation question on reaching new segments again reflect the absence of a baseline against which to measure 'new' and at the same time signs of an acute awareness by strategic partners on the need to reach beyond traditional target groups. From the 10 studies conducted as part of this evaluation, the case of 'Engineers without Borders' and 'Recycling for Development' are presented in this section as examples of engagement activities with a degree of success in reaching out to new segments. While engineers as a profession are not new to development, the case documents sensitisation of new engineers and connection of young with more experienced members of the profession. Recycling for Development is analysed for its outreach results and high ratio of new applicants to the scheme, increasing its share of diaspora beneficiaries to a third by including a group not traditionally strongly represented in Danish CSO engagement.

It is evident across survey answers and interviews that youth are the top priority target group for Danish CSOs. While respondents most frequently mention engagement of young people in secondary and high schools (mentioned by eight respondents) answers also reflect efforts to include different segments of youth, such as the DTDA case of **engaging** young vocational students in international migration policy.

Survey answers also contain several examples of engagements with non-traditional partners where most respondents use collaborations with cultural institutions and organisations, private companies and ambassadors or influencers as examples. As shown below, Danish CSOs generally pursue a wide range of venues for increased engagement but also as potential access points for new target audiences.

Changes in audience reach since 2016 as reported by CSOs:

"Successful corporate partnerships have increased our audience numbers greatly. The impact from some of the largest companies in Denmark has allowed for a bigger exposure ..." – World Wildlife Foundation

"An increasing number of youth support our work especially young women age 15-27. We have fewer supporters/sponsors age 55+" – PlanBørnefonden

Examples of new target audiences:

"Our target groups are senior citizens, students and young families. People with interest in the areas we work in and SDG." – Mission East

"One example is, that we made a new teaching material for hhx gymnasier handelsuddannelse. The material was about cross sector partnerships with public, CSO's and business partners. 3000 students have used this material. We have not previously made materials for hhx." – Red Cross

Examples of engaging with non-traditional partners

"We secured 1.5 mio. DKK in funding for a partnership with the Danish climate movement, which resulted in popular climate events with a focus on international development, a variety of events where CARE staff and partners can speak to new audiences about our work, and a shared communications campaign connecting Danish and Global South stories.. " – CARE Denmark

"Peer-to-peer communication is extremely effective in reaching target groups that are not usually engaged in international development issues." – Danish Youth Council

In spite of increasing engagement diversity, however, youth remain the most targeted audience and CSOs overwhelmingly cater to youth in primary and secondary schools in public engagement activities. A recurrent example is the publication of educational material for schools. This also applies to CSOs whose main target audience is not youth per se. The focus on youth and education is also evident from the case proposals received by the evaluation team during the inception phase of the evaluation¹⁵.

CASE 3: ENGINEERS WITHOUT BORDERS – CREATING PLATFORMS FOR MATCHING CURRENT AND NEW VOLUNTEERS

Engineers Without Borders (EWB) is a project-based volunteer-driven organisation that draws on the technical expertise of not only engineers but also other disciplines such as economy and anthropology. In 2019, volunteers contributed with more than 23,500 hours of work – in comparison the work of the secretariat constituted 5,900 hours. The case provides several interesting points for findings related to this evaluation, including new segments:

- **Pragmatism** – tangible contributions to development via volunteer-driven project groups
- **Outcome-oriented objectives** – long-term involvement of volunteers from *new segments*
- **Volunteer capacities** – focus on the ability to onboard and retain volunteers over time

EWB currently experiences an increasing demand from students across very different disciplines to contribute to its project work groups. However, the demand has been unmatched by the internal systems to recruit and retain volunteers for more sustainable commitment. EWB's renewed focus on strengthening volunteer management builds on the assumption that enhanced ownership over projects fosters more long-term engagement from volunteers which ultimately translates into impact on the ground.

A key organisational challenge identified by EWB was the onboarding process, where new volunteers are presented with large amounts of information, including the many different thematic sub-groups within EWB. To capitalise on the demand, EWB is seeking to improve the process from persons joining the organisation to becoming active contributors to projects, through more systematic volunteer management.

EWB sees great potential in reaching out to *new segments* through a cross-disciplinary approach that also involves disciplines such as economy and project management – groups that do not have a direct connection to international development. Another identified access point for reaching *new segments* is through dissemination of EWB projects to colleagues from the volunteers' own workplaces.

The initiative is still in its inception phase and has been severely hampered by COVID-19 as volunteer recruitment takes place online. Yet, recent introductory meetings with potential new volunteers indicate increasing effectiveness with relative high levels of onboarding according to EWB. However, drop-out rates are still challenged by motivational factors and the amount of time volunteers are expected to contribute with.

Both data from surveys and evaluation cases suggest a strong inclination to challenge the status quo with a noticeable focus on sub-segments of youth. While youth in itself is hardly a new segment for development engagement, the subgroups identified by interlocutors reflect an urge to move beyond the traditional school class approach. Vocational students are increasingly mentioned as a segment. Besides indicating their current main target group, survey respondents were also asked to provide examples of which target groups they were going to focus on in the future. The three most frequently mentioned categories (same frequency) of future priorities were:

- Youth in vocational training institutions (four respondents)
- (Young) families (four respondents)
- Private companies (four respondents)

Desk review by the evaluation also highlighted good examples of CSOs aiming to target audiences that are less typical for public engagement activities in Denmark, including migrant groups and youth with different socio-economic and cultural backgrounds ¹⁶.

Further, survey answers and consultations with CSO representatives indicate clear interests in engaging in new forms of partnerships. The evaluation finds evidence to support increasing interest in engagements with the private sector. Private institutions were mentioned by several survey respondents and there are good examples of such partnerships reporting mutual benefits. Partners include many different entities, including start-ups, diaspora groups, publishers, journalists, and museums. Several respondents also indicated partnerships with cultural institutions such museums and venues as useful. Furthermore, partnerships with private companies or institutions that have no intrinsic link to international development is often seen to amplify outreach of CSOs to both increasing and new segments.

15. Out of the 26 received cases, at least 20 cases indicated youth as the main target group and several of these included the publication of educational material.

16. CSO Strategic Updates – Annual consultations 2020.

CASE 4: DANISH MISSION COUNCIL – REACHING NEW SEGMENTS THROUGH RECYCLING FOR DEVELOPMENT

ODA from Denmark comprises a small pooled funding arrangement that Danish CSOs can apply for to fund collection, renovation and shipment of equipment to partners in developing countries. The pool grant totals DKK 8.8 million and has been managed since 2013 by the Danish Mission Council and constituted a vehicle of public engagement that is small and yet unique in several aspects:

- **Entry point** – pattern of large share of new applicants and new segments in every round
- **Accessible** – small groups can apply and no requirements to have fifty members (CISU)
- **Tangible results** – appeal of demonstrable engagement and equipment changing hands
- **National reach** – engagement of applicant CSOs and volunteers in renovation workshops
- **Diaspora appeal** – 30% of grantees have diaspora constituents not reached by other CSO

The Danish Mission Council does not primarily see Recycling for Development as the first step on an 'engagement staircase'. Applicants do not necessarily follow a linear process to more complex or policy-oriented types of engagement, but there are examples of progression whereby small groups of volunteers move on to engage in longer-term development efforts and advocacy.

Communication activities are not a requirement but part of the grant opportunity. However, a limitation of DKK 10,000 budget allocation for communication stress that the modality is intended to remain small-scale and focus on collection, renovation and shipment of equipment. Engagement is achieved through applicant CSOs as well as in the setup of renovation workshops, in some cases supplemented by funding from municipalities, contributing to cost-effectiveness. Equipment coming out of the workshops in renovated shape can be applied for by civil Danish CSOs wishing to apply for shipment support to partners in the Global South.

Applicants	2015	2016	2017	2018	2019	2020
New applicants to Recycling for Development	8	23	20	27	17	10
Number of organisations applying	56	61	70	84	64	65
Share of new applicants	14%	38%	29%	32%	27%	15%

Around 70-100 applications for small grants are received every year. Even if some organisations submit several applications and come from well-established CSOs, it seems fair to say that Recycling for Development has a large share of new applicants and reaches 'new segments' of Danes. Several recipients are small CSOs driven exclusively by volunteers and a considerable share of estimated 30% of grants are awarded to diaspora CSOs, especially from Somalia, Afghanistan and Congo, that have not traditionally engaged much with other CSO modalities. This link between diaspora CSOs in Denmark and local partners represents an interesting potential for engaging new segments and bringing local knowledge and contacts in developing countries into play. Close local contacts also come with vulnerability and local partner risk requiring mitigation.

When analysing strategic reporting and engagement cases, the evaluation shows some progress in documenting audience reach. However, there are also numerous examples of limited data or even clear targets on audience reach in relation to public engagement. This impression is confirmed by participants in the evaluation Advisory Panel. Where audience targets have been imposed, the lesson learned is that goals and indicators are challenging but helpful in terms of promoting more targeted programming. Consultations with the working group on public participation of the CSO umbrella organisation Global Focus suggest that participants of this forum have a strong interest in this challenge of measuring outcomes¹⁷ and would be a suitable platform for coordinated efforts in future. Evaluation findings indicate a need to share experience and ideas on operational indicators across CSOs and to establish a framework for mutual inspiration.

#4 ***It is recommended** that CSO umbrella organisations such as Global Focus or CISU facilitate experience exchange to develop a framework for **measurable targets** on online and real-life audience reach, including non-traditional target groups, as part of engagement programming and document challenges and achievements in reaching targets as part of annual reporting.*

17. Particular interest in the methodologies outlined in: 'Measuring People Power in 2020+' by the advocacy MobilisationLab.Org (2020).

4.3 Impact on supportive attitudes

Evaluation question 3: Is there evidence that public engagement has increased public support for development cooperation/humanitarian assistance?

Key conclusions: This evaluation finds ample examples of meaningful public engagement activities serving to engage and influence attitudes of citizens in various ways. Yet, even if support for development cooperation by Danes has increased by 6% in 2020¹⁸, establishing causal links between such progression and the public engagement activities of CSOs is a daunting task. It would imply the notion of attribution, suggesting direct links between sender and receiver without taking into account the different external and macro-level factors which may influence public sentiment on development issues. More importantly, the trend for public engagement is to refrain from simplistic notions of development cooperation support to approaches that highlight global challenges and involve citizen calls for action. Regardless of this shift of emphasis, knowledge on attitudinal effects is limited and the consensus found in dialogue mechanisms of this evaluation is that innovative and cost-effective methods are required to establish baselines allowing for measurement of outcome over time. Proposals put forward include use of LAG-type indicators. Such approaches and learnings could be explored further by CSO alliances such as CISU and Global Focus and disseminated to allow for the establishment of an evidence base for results measurement.

Impact on supportive attitudes has been recognised for some time by communication specialists to be a thorny issue of assessing the outcome of public engagement activities. The overall finding of the evaluation is that while there is a widespread ambition evident in CSO feedback to see engagement leading to increased levels of public support, evidence to that effect is limited as actual data tends to speak to audience reach and anecdotal evidence on perceived effects on attitudes.

18. Danskernes kendskab og holdninger til det danske udviklingssamarbejde og FN's verdensmål – conducted by Advice for the Ministry of Foreign Affairs 2020.

Survey respondents were asked to provide examples of such efforts leading to changes at the level of knowledge, attitudes or policy practice and change. Open-ended response is summarised in the following:

- **Knowledge increase:** The most frequently mentioned medium for contributions to knowledge increase is educational material for (primary) schools mentioned by one third of the respondents. Other respondents mention webinars and campaigns on project related activities which expose participants to concrete activities of Danish CSOs in the Global South.
- **Attitude influence:** *Targeted* campaigns through direct interactions with target groups are generally seen by respondents as important ways to influence attitudes in favour of international development, humanitarian issues and the SDGs. Answers also contain a few examples of campaigns effectively leading to members taking actions as a direct result of participation. In general, exposure to information via events and campaigns is seen as having impact on the attitudes of Danes.
- **Policy and practice change:** In terms of policy change, four out of 13 respondents mention petitions, signatures and political proposals on concrete issues as effective means to create policy pressure. There are also mentions of increased media coverage leading to political awareness on development issues. Intended change can also involve financial support or purchase in a second-hand shop.

Examples of knowledge increase:

"Danish school children have gained more knowledge about children in Uganda's living conditions, educational opportunities. And students have been presented to children living through war and conflict. And their knowledge of the United Nations Convention on the Rights of the Child)." – Save the Children

Examples of attitude influence:

"Through DUF's pool, Venstres Ungdom engages in development projects, which has changed attitudes towards development cooperation within the organisation" – Danish Youth Council

"Workshops, trainings, and other activities that teach and facilitate interreligious dialogue" – Danmission

Examples of policy practice/change:

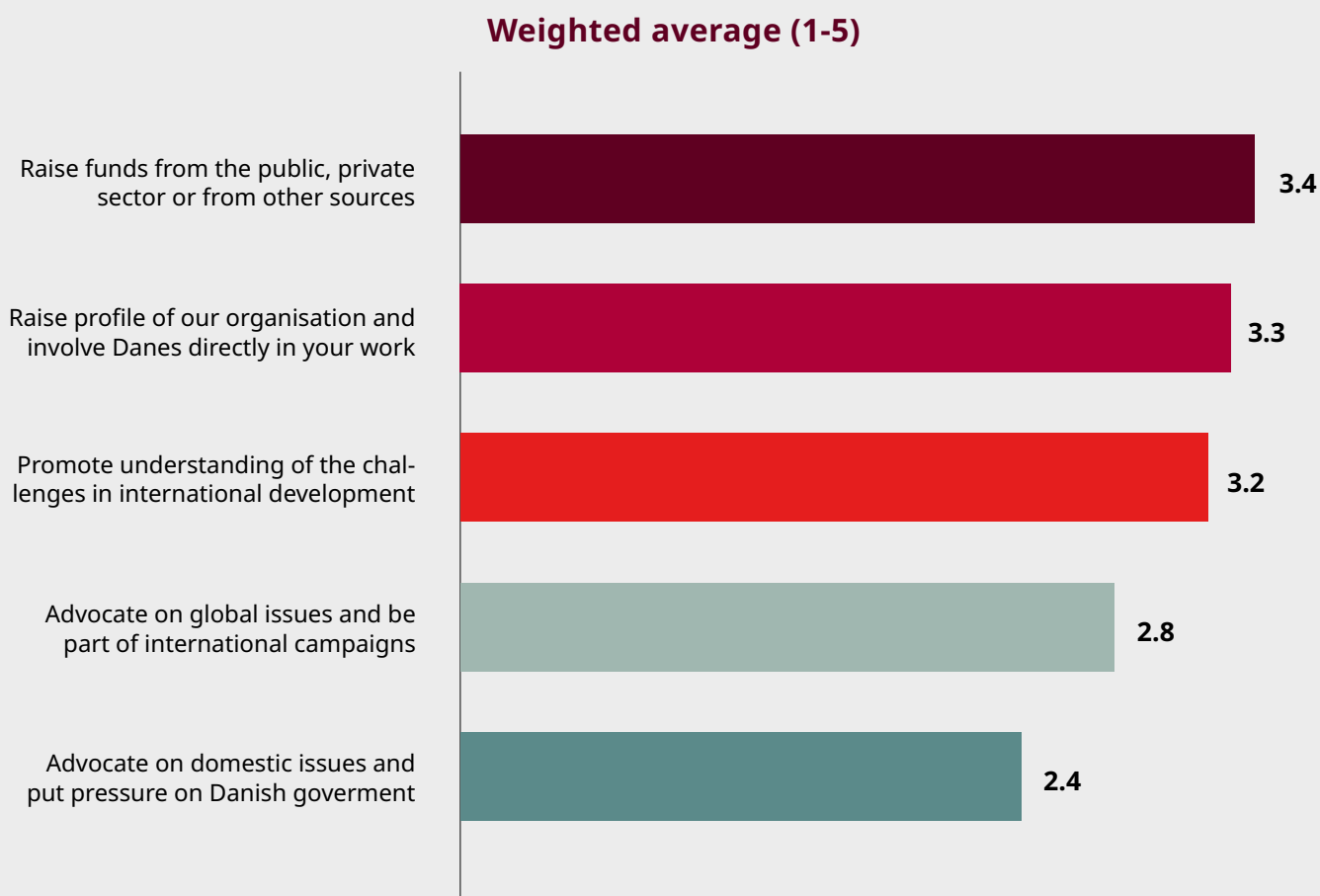
"Our advocacy around climate change in partnership with the climate movement: sharing SoMe activity, Twitter actions, co-hosting and speaking at events, using our communications staff and channels to support a citizen-led policy proposal." – CARE Denmark

"Global Refugee Forum - development of joint pledge with DK MFA" – Danish Refugee Council

CSOs engage the public for different reasons and respondents were asked to rank motivations. As illustrated below "raise funds from the public, private sector or from other sources" and "raising the profile of our organisation and involve Danes directly in our work" come out as top motivation whereas national and international advocacy scored relatively lower on average.

This finding on fundraising and raising the profile of individual organisations is not to say there are no examples of joint public engagement by Danish CSOs. By contrast, multiannual commitment to the joint SDG communication platform 'The World's Best News' (Verdens Bedste Nyheder) and the annual televised fundraising event DanmarksIndsamling are examples of successful cooperation sustained over time.

However, looking at the case nominations for this evaluation there were only few examples of joint efforts where PRI-funding was used for public engagement. Out of almost 30 nominations, only the Oxfam-Ibis and Save the Children SDG initiative targeting schools 'The Reading Rocket' reflected a joint approach to knowledge-sharing and attitude-change.

FIGURE 10 - PUBLIC ENGAGEMENT IN ORDER OF IMPORTANCE:

Evidence of engagement impact is scarce and predominantly anecdotal. However, examples from survey response include CSOs undertaking light touch assessments directly involving target audiences, for instance through focus groups. The desk review contained further examples of attempts to measure effects of public engagement by Save the Children's Advisory Group of children from Ambassador schools. By combining qualitative data from the Advisory Group with quantifiable data from the Children's Barometer App, Save the Children aims to obtain better insights into engagement outcomes¹⁹. There are, however, indications and examples that participation in activities can lead to *increased* engagement as well as participation and survey evaluation results and CSO consultations convey the firm belief that public engagement can engender changes in attitudes among the population towards increased support.

19. CSO Strategic Updates – Annual consultations 2020.

CASE 5: PLANBØRNEFONDEN – DAY OF THE GIRL CHILD CONNECTING YOUTH IN DENMARK AND AFRICA ONLINE

PlanBørnefonden has been partnering with Nærum High School during the past seven years to mark the International Day of the Girl Child. The event at Nærum is broadcasted like a professional media event with national reach. According to PlanBørnefonden, the objective of the event is to create awareness about gender equality as a global issue establishing links between youth in North and South. Main interest of the case as related to increased support to overseas development and humanitarian support are:

- **Personal story-telling** - students become involved with the lived realities and stories of youth peers
- **Anchorage** - partnership over time creates a school identity and sustained commitment
- **Legitimacy and support** - involvement of royals and ambassadors contributes to public support

The engagement activity has had a high impact on the identity of Nærum High School students who keeps a permanent exhibition of their engagements with PlanBørneFonden. Once a year students also get a day off to raise funds for their sponsor child which establishes tangible and personal links to development challenges. The online event had a special focus on how COVID impacts youth negatively in the Global South. Effective dissemination was ensured with help from HRH Crown Princess Mary during the International Day of the Girl at Nærum High School using.

The extent to which PlanBørnefonden influences students' support for overseas development or humanitarian work is difficult to ascertain as no systematic evaluation of their engagements with Nærum High School has been done. However, PlanBørnefonden has been able to monitor changes to social media activity based on online content (e.g. ambassador videos) and livestreaming data from the online event. These numbers indicate notably higher levels of online interaction compared to previous months on virtually every social media platform used by PlanBørnefonden, including increases in shares, followers and views. *Girls In Crisis - A future after COVID-19* was streamed by approx. 20,000 including five high schools and over 100 classrooms.

The case illustrates the trade-offs associated with digital public engagement modalities. For instance, the event became accessible to high schools across the country and an increasing number of students were able to join as a result. However, this happened in exchange for the direct personal encounter which according to a teacher fosters a deeper sense of engagement among students at Nærum.

PlanBørnefonden plans to make use of a mixture between small-scale physical encounters and nationwide online events in the future in order to balance the benefits associated with both type of engagements. It also plans to involve students in the design phase of the activities to foster ownership and deeper engagement.

This evaluation finds that CSOs are inclined to measure the success criteria for public engagement by use of simple 'reach' indicators – i.e., quantitative assessments based on increasing numbers of members, subscriptions and social media statistics and with limited outlook to the qualitative changes and effects. The result is different degrees of 'vanity metrics', capturing the *breadth* of public engagement activities instead of *depth*. This is not to rule out the potential of information captured by reach information, which is becoming increasingly rich and dynamic providing new insights into online engagement.

However, outcomes related to changes in behaviour, attitudes or policy as a result of public engagement is not systematically reported on and is often seen as resource demanding and unrealistic within the budgetary constraints of such activities. The challenges of measuring outcomes and impact from public engagement was widely recognised by CSO representatives and discussed during several Advisory Panel meetings of the evaluation. Participants were particularly interested in how to establish a set of 'hard measuring points' to enhance the understanding of *effects* on knowledge, attitudes, policies but in a cost-effective manner where measurement does not end up costing more than the intervention itself.

To address this challenge, panel participants discussed the difference between measuring indicators based on what CSOs think work in public engagement (LEAD) versus measuring actual effects (LAG)²⁰. While the first category involves the more typical reach indicators including numbers of audiences or meetings held, the second category would indicate qualitative changes from public engagement such as continued support by target audiences or changes to a policies or legal frameworks. Participants from the Panel including aggregated data from this evaluation clearly suggest a tendency towards LEAD-based monitoring systems for public engagement. During panel meetings, a set of alternative outcome-level indicators were also proposed as alternatives, including *changes in partnerships or community perceptions*, contribution to *change of discourse* (exemplified with the #MeToo movement) and acting as *role models* demonstrating innovation and good governance.

In some cases, the lack of evidence of outcome level changes can be attributed the relationship between fundraising and public engagement. This becomes clear when activities are approached as income generating sources with less attention to explicitly defining a public engagement objective of a given intervention. Hence the typical cycle of a public

20. LEAD (leading) and LAG (lagging) is borrowed from project management terminology and presented to the Advisory Panel by IMS on the February 10th 2021.

engagement activity can be summarized as following. A campaign focuses on subject X and engages with participants to enhance their knowledge on the subject and raise awareness of the work that the organisation is doing.

Organisations typically work on the assumption that exposure to knowledge enhances engagement and to some extent more active participation but will most likely not gather evidence to support this change theory. When asked to indicate the level of success of the engagement the organisation will make use of data at hand, namely *how many* participants were involved or exposed to the campaign.

The tendency to measure breadth is not confined to Danish CSOs²¹. nor to the development sector alone. However, these challenges require attention to new ways of monitoring activities in a cost-effective and SMART²² manner. The consequence of not having a set of 'hard measuring points' is absence of evidence supporting correlations between participation and increased support for development cooperation.

Findings of this evaluation confirms the tendency for reporting of results to focus on activities and outputs while Advisory Panel meetings have highlighted documentation of outcome and impact as a key challenge to be addressed. Alliances such as Global Focus and CISU are already engaged and could play a role here. However, cost of outcome documentation should be proportionate and allow for target group involvement and experimentation in the search for meaningful indicators of contribution. Also, caution is advised not to assume that the role of CSOs should necessarily be to promote supportive attitudes. Civil society guards its independence and is reluctant to be seen as instrumental in promoting the priorities of others but rather sees itself engaging citizens in open-ended reflection, debate and calls-to-action.

#5 ***It is recommended** that CSO alliances such as Global Focus or CISU facilitate a process with CSOs to develop light-touch multiannual baselines, targets and measurable indicators for longitudinal **outcome-level results** of public engagement with priority target audiences in Denmark which would complement output and process reporting.*

21. Mobilisation Lab (2021) Measuring People Power In 2020+ – Key Survey and Research Findings.

22. SMART indicators refer to summarized qualities of Specific, Measureable, Achievable, Relevant and Time-Bound.

CASE 6: DANISH REFUGEE COUNCIL – BRINGING LIFE EXPERIENCE OF REFUGEES CLOSER TO HOME

With its newly introduced Family Club, Danish Refugee Council (DRC) aspires to engage families in humanitarian issues and refugees all over the world. The primary target audiences of the Family Club are families with younger children in the age group 7-13. According to DRC the objective of the Family Club is to raise funds for non-earmarked humanitarian work through meaningful engagement with families. The case points to several interesting aspects of

- **Relatability:** Personalised content that is linked to experiences as faced in Denmark
- **Family-centred activities:** Accessible story-telling combined with elements of play

The Family Club arguably constitute a relevant public engagement activity which provides families with access to a platform where they can discuss difficult issues that may not be easy to grasp for children on their own. In addition, the material is designed in a way that is catered to the everyday lives of families with children in primary school involving advice and inspiration from different types of experts.

DRC has designed the Family Club with an outlook to balancing home issues with humanitarian issues abroad to enhance retention and effectiveness. The main principle is to produce hands-on and tangible content where families can get insight into the lives of refugees and camps without producing large amounts of information on humanitarian work. DRC primarily perceives the Family Club primarily as a fundraising product with identified targets for return on investment and links to its otherwise well-functioning online shop. As of January 2021, DRC has 58 subscriptions with a relative low turnover.

As the concept is relatively new, impact on families' support to humanitarian issues is difficult to determine. Yet the case represents interesting pragmatic perspectives on public engagement since activities sometimes need and clear added value for its target audience to be effective. For instance, a preliminary evaluation conducted by DRC indicated certain risks associated with overexposure to humanitarian content which may lead to families becoming disengaged over time.

4.4 Influence on international policy

Evaluation question 4: Does public engagement help the work of Danish CSOs overall and/or lead to pressure on international policies?

Key conclusions: This evaluation documents CSO advocacy in multiple forms and varying in the extent to which they draw on public engagement for policy pressure. Advocacy is often understood in broad terms as information campaigns on international development and humanitarian issues which results in greater awareness or education on a given issue (see Figure 7). As such, most CSOs carry out international advocacy in their own capacity outside the domain of public engagement, communicating progress and results to target audiences. While public engagement activities frequently call for policy change in general terms, examples of campaigns involving mobilised Danes in targeted policy influence measures are few and far between.

The most tangible and frequently observed link between public engagement and policy *pressure* is petitions on specific issues, however, this evaluation cannot ascertain the effectiveness or outcomes of such approaches. This raises questions as to whether public engagement is in fact the most suitable way to undertake effective policy pressure. Conversely, advocacy and policy pressure on specific issues appears to be effective for public engagement effectiveness illustrating the importance of CSOs for international accountability.

Out of 20 respondents, 17 indicate that international advocacy and policy pressure are *part of* public engagement activities in Denmark. Most respondents convey the notion that public engagement activities are intrinsically linked to programme activities in the Global South as well as attempts to advance development issues internationally. Respondents suggest that public engagement directly supports the work they are doing internationally as it creates momentum and draws attention to cases. Respondents stress that engagement and advocacy at various levels are inseparable and mutually supportive.

When asked to provide examples of international advocacy several respondents mention petitions as signatures as an effective way of linking public engagement to international policy pressure. Other examples include media engagements leading up to events such as the COP to put pressure on the Danish Government engendering public awareness (CARE), celebration of the International Day of the Girl Child

(PlanBørnefonden) highlighting gender equality and SDGs for politicians and students, and information campaigns on the rights of disabled people to gather support for ADRA's work in Armenia (see box below for additional examples). Most examples given by respondents include awareness raising campaigns for Danish citizens as a way creating pressure both national and international decision-makers.

All respondents indicate to make use of media coverage when measuring progress advocacy campaigns, followed by mobilisation of new volunteers (13 out of 15) and policy footprint (11 out of 15).

Examples of international policy pressure

"Our objective is to mobilise public support to our cause through various forms of action, and it is part of our advocacy and campaigning targeting the Government and the Development Minister as well as the MFA." – Save the Children

"Informal Economy Workers. Activities to influence the international trade union movement and the ILC" – Danish Trade Union Development Agency

"Every year, DCA engages Danes in advocacy to promote international law in Israel-Palestine. Around 100 boarding school students visit the DCA country program in Israel-Palestine and participate in olive tree planting. Returning, the students engage in the "Olive Tree Campaign" and do advocacy and fundraising with their school constituencies, churches, scouts, etc." – DanChurchAid

"Belarus. Push for international condemnation, incl. stopping the ice hockey World Championship. Social media content and open letters." – International Media Support

"In Nepal we have focused on women's rights through education of the suppressed dalit-girls and women. They have received education, information and educated in new life skills and got new possibilities. The Danish public are engaged by information and through campaign." – Mission East

Danida has supported CSO advocacy and influence at national, regional and global level, a theme that has been explored in earlier evaluations of Danida support to civil society. An evaluation in 2017 found that Danish CSOs engage in international advocacy in various ways and at different stages of the policy cycle from initial agenda setting over policy formulation and adaptation to policy monitoring. However, the evaluation also pointed to a general lack of systematic results reporting and indicators to demonstrate progress in advocacy efforts at the outcome level²³. To a large extent, these trends are confirmed by the current evaluation, with some exceptions.

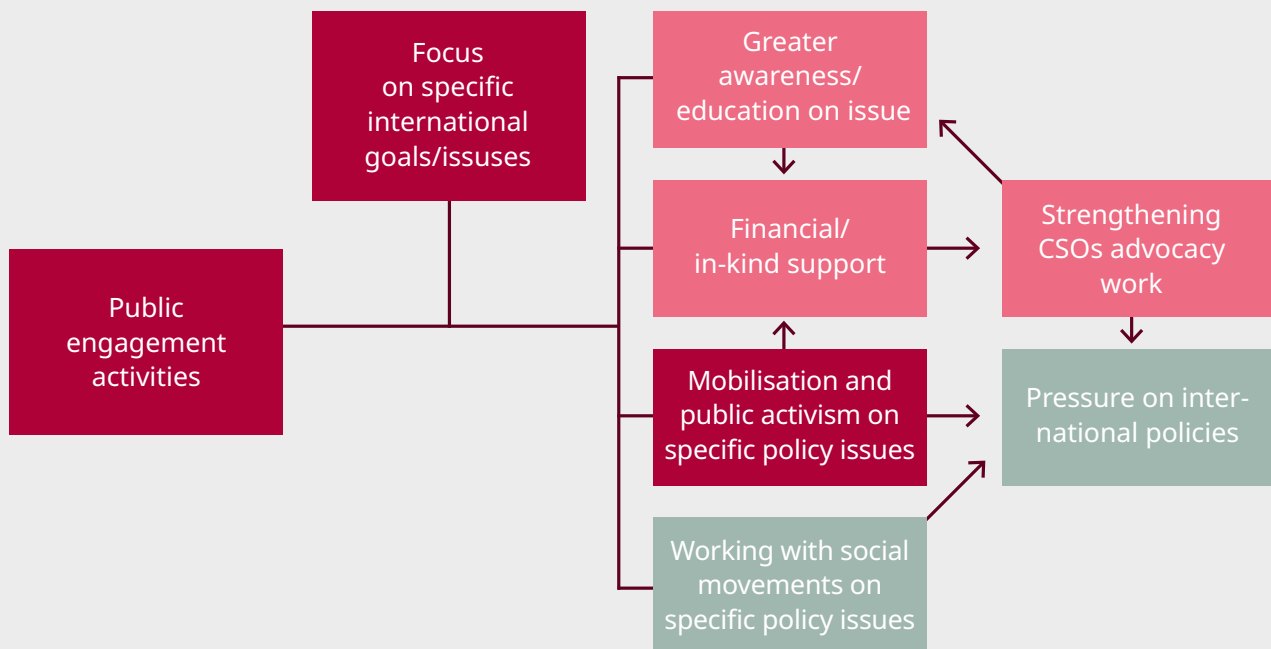
Public participation constitutes a key campaigning element for many CSOs. However, the extent to which engagement of the Danish public supports CSOs advocacy efforts by strategic partner and pooled funds has not received much attention in policy documents or evaluations to date. This evaluation explores the intersection of public engagement activities and Danish CSOs' advocacy and influence at a global level. International policies are understood broadly as formal treaties between governments and resolutions of international governmental institutions, but also the practices of multi-national corporations or business sectors, as well as groupings of non-governmental organisations.

Public engagement and links to advocacy

The extent to which public engagement is *directly* linked to policy pressure varies significantly and how we understand these links is not necessarily straightforward. In some cases, Danish CSOs are seen to engage the public on a given issue mainly as a means to raise awareness or generate financial or in-kind support. While such activities may strengthen the capacity for CSOs to undertake advocacy work, they have no direct consequences in terms policy pressure. Examples of such activities are evident in cases presented in the previous sections on reach, segments and public support. There are also cases where public engagement and policy pressure is more interconnected, typically when CSOs are able to devote specific resources to mobilising public around specific policy goals, as opposed to more general engagement of the public. This pathway is highlighted in purple in the below figure.

23. Intrac & Tana (2017): Danish Support to Civil Society - A Monitoring and Evaluation Framework to Demonstrate Results.

FIGURE 11 - FROM ENGAGEMENT TO POLICY PRESSURE



Overall, this evaluation finds plenty of diverse examples of advocacy work in Denmark, primarily through awareness-raising campaigns and petitions. The degree to which CSOs build upon their own international projects and field work is difficult to establish. Evaluation evidence includes a mix of examples with a tendency towards awareness raising on high level political issues and SDGs *in general terms* with some, albeit limited, examples of using actual project work in campaigns. The extent to which both these types of campaigns can be shown to lead to actual policy pressure differs considerably.

Survey findings show international policy pressure to be high on the agenda of CSOs as 16 out of 18 respondents indicate that international advocacy and policy pressure are an integral *part* of public engagement activities in Denmark. Most survey respondents convey the notion that public engagement activities are intrinsically linked to programme- and project activities in the Global South as well as attempts to advance development issues internationally. A recurrent example is support to social movements in Denmark whose strategic objectives are global in nature, typically the ones categorised as 'Activist' in Figure 2. In general respondent answers indicate that public engagement and advocacy at various levels are inseparable and mutually supportive.

When asked to provide examples of international advocacy several respondents mention petitions as a way of linking public engagement

to international policy pressure. Other examples include media engagements by CARE and others leading up to events such as the Climate Summit to put pressure on the Danish Government engendering public awareness, PlanBørnefonden's celebration of the UN International Day of the Girl highlighting gender equality and the SDGs for politicians and students, and information campaigns on the rights of disabled people to gather support for Mission East in Armenia.

Most examples given by respondents include awareness-raising campaigns targeting Danish citizens as a way of creating pressure on national and international decision-makers. When asked how progress of advocacy campaigns is measured, media coverage is mentioned by all respondents followed in second place by mobilisation of new volunteers (13 out of 15) and policy footprint (11 out of 15).

CASE 7: OXFAM IBIS – MOBILISING DANES FOR FAIR TAXATION IN DENMARK AND IN THE GLOBAL SOUTH

Through volunteer engagement and public petitions, Oxfam IBIS has advocated for Danish municipalities to sign a charter not to use tax-haven companies while raising awareness on the interconnection between tax issues in Denmark and development challenges in the Global South. In the context of international policy pressure, the campaign represents several points of interests:

- **'Hard' targets:** use of quantifiable advocacy targets for further leverage at various levels
- **Activism:** high levels of engagement from a small devoted group
- **From Local to Global:** seemingly local issues connected to global development challenges
- **Impact:** tangible outcome from campaign based on previous phases of engagement

The campaign developed into an effective three-pronged intervention starting with citizens writing letters to local politicians pushing for municipalities to sign a 'Charter not to use tax havens' (phase 1). In phase 2, Oxfam IBIS established two petitions in response to emerging tax scandals (Paradise Papers and Danske Bank) encouraging municipalities and the Danish Prime Minister to take active steps towards tax transparency.

Finally, Oxfam facilitated a micro-fundraiser by reaching out to volunteers who had participated in previous campaign actions linking tax issues in Denmark to corruption in the global south (phase 3). This allowed a local partner in Ghana to produce a documentary on tax fraud and gas export which prompted national decision-makers to look into the reported scandal.

The case illustrates the potential of establishing clear and measurable indicators for both national and international advocacy outcomes and results. The combination of petitions, political response and clear policy targets has allowed Oxfam IBIS to monitor changes across the policy circle. By 2021, 1,434 Danes had participated in the campaign sending a total of 12,939 mails to politicians in the month leading up to the election (*agenda setting*). 429 politicians from across the country had responded to their requests answering 'yes' to take steps towards increased tax transparency (*policy formulation*). As per January 2021, 15 municipalities and two regions have signed the charter (*policy monitoring*).

Overall, the campaign has relied on a relatively small but committed group of volunteers whose support enabled Oxfam IBIS to develop and effectively expand the campaign at different stages. In this regard, Oxfam IBIS sees its role as exposing Danish volunteers to global issues of inequality and corruption and their connection to tax issues in Denmark. The case documents *how public* engagement can feed into policy pressure with indications of intermediate effects. A particularly pertinent challenge looking to the future lies in documenting how the Charter contributes to changed practice by Danish municipalities in selection of service providers and in turn taxation practice of companies.

CSO perceptions and evidence of engagement supporting policy pressure

Evaluation data suggests that CSOs generally draw direct lines between public engagement and international advocacy. For instance, 16 out of 18 survey respondents indicate that "international advocacy and policy pressure are *part* of public engagement activities in Denmark". When asked to elaborate, most respondents conveyed the notion that public engagement is intrinsically linked to international issues because Danish citizens gain insight into specific development agendas as promoted by CSOs which, in turn supports their advocacy work. In this view, exposure, information and awareness-raising constitute the main contributions to international advocacy compared to more direct forms of citizen involvement.

It is a common trait that CSOs consulted during this evaluation interpret advocacy in the broadest sense covering activities from awareness-raising and participation at conferences to high level political advocacy. However, and as illustrated by the case above, there are also good examples of more direct public engagement activities leading to policy pressure, most notably petitions. The evaluation has come across several good national petitions mobilising support for a specific issue.

Similar to the challenges of measuring and evaluating the effects of public engagement activities in general, there is limited evidence supporting systematic monitoring of advocacy outcomes. Survey answers indicate that most CSOs make use of media coverage as the indicator of success in international advocacy followed by mobilisation of new volunteers and policy footprint. In many cases, progress is simply measured through dissemination of information in a specific policy area.

According to survey respondents, many CSOs, contribution is based on output-based information of presence and participation in conferences with less attention to effects and changes at the outcome level. While the evaluation provides some examples on how public engagement *supports* international policy pressure, evidence to support such links is generally sporadic and not consistent across available data.

One way to understand the link between public engagement and policy pressure is to distinguish between types of advocacy. Advocacy in the broad sense may involve awareness campaigns on development and humanitarian issues, policy advocacy entails more focused activities directly involving or targeting decision makers. Policy *pressure* often involves direct forms of advocacy such as lobbying. This evaluation finds that while public engagement frequently calls for policy change in general terms, well-documented examples of campaigns directly involving Danes in targeted policy influence measures at international level are less frequent than references to the need for policy change in general terms. CSOs typically *expose* Danes to development challenges rather than directly linking to international policy pressure.

CASE 8: DTDA – ADVOCATING FOR SDGs AND MIGRANT RIGHTS WITH DANISH APPRENTICES

The Campaign “Migration and the SDGs” focused on communicating the implications and human consequences of labour migration from Asia to the Middle East to students at vocational institutions around Denmark. The campaign contributed to international advocacy on several fronts:

- **Experiential advocacy** – based on apprentices’ own exchanges with migrant workers
- **SDG-related** – explicit links to the SDG framework and a highly relevant development issue
- **Peer influence** – inspiration and awareness-raising for students and other trade union agencies
- **Cost-effective** – campaign with a modest budget but high levels of attention

The campaign revolved around a highly relevant development issue, namely labour migration. As part of the campaign, four apprentices from the Danish Metal Workers’ Union and Danish Plumbers’ Union went to Nepal for internships. During their five-week exchange, students had the opportunity to meet peers with similar educations but who form part of a system sending young people to work in the Middle East to remit savings. The apprentices were subsequently provided the opportunity to undertake story-telling workshops for students at technical colleges in Denmark about their exchanges.

Although difficult to establish, the campaign obtained some degree of international attention through dissemination and awareness-raising efforts at different conferences. As an example, DTDA used the campaign to highlight labour migration challenges by giving apprentices the opportunity to share their experiences at the SDG 8 conference and answer questions from audiences. DTDA’s presentation of the campaign at the ITUC conference in 2020 titled “SDGs at work” was also reported to have allowed for a degree of knowledge-sharing between Unions at the global level as an advocacy result.

The campaign is perceived by DTDA as successful in engaging an audience that is usually left out of debates on global challenges, namely vocational students. In the context of international policy pressure, the campaign is also arguably an innovative approach to advocacy by making use of the experiences of apprentices themselves. This illustrates a rather practical and easy-to-grasp perspective on the SDGs intelligible by a broader audience than those versed in development lingo. Furthermore, the campaign is assessed to be quite cost-effective as it received considerable attention in Denmark, and to some extent abroad, from a relatively modest budget.

#6 *It is recommended that CSOs with an interest in public engagement in Denmark for international policy change engage in more **joint campaigning platforms** to optimise documentable impact on attitudes and practice.*

4.5 Fundraising performance

Evaluation question 5: To what extent are the organisations reaching the expected level (20%) of own financing? And the 5% expected to be raised in Denmark in the form of cash or similar?

Key conclusions: In summary, this evaluation finds that the CSOs are able to meet to the requirements set forth by MFA with only a few examples of challenges. The own financing requirement was relatively easier to comply with by the CSOs whereas six of the 14 SPA partners (40%) were at or below the 5% requirement. The evaluation finds that the requirements are justified and should be maintained and that a cost-benefit analysis could shed interesting light on the resources required by those organisations without a strong fundraising tradition to raise the 5% target in Denmark.

MFA requirements for strategic partners include a number of absolute requirements for CSOs to have Articles of Association, at least 300 contributing members or regular sponsors and a governance structure comprising an independent governing Board. In addition, there are financial requirements whereby the assumption is that popular support is reflected in the ability of the organisation to mobilise own-financing of programmes and raise funding in Denmark. The strategic partners that receive CIV and LAB funding are required to raise 20% of own financing as well as a minimum of 5% from collections or donations in Denmark.²⁴

In order to evaluate whether the guidelines have been followed, a survey was conducted where an online questionnaire has gathered information on this topic. In addition, relevant audit material (in particular Annex 3) has been collected from MFA to evaluate if all CSOs receiving funds from the lot CIV and lot LAB comply with the above requirement.

MFA provides annual funding for CSO strategic partners as indicated below. For 2018-2021, funding has been split into three lots: lot CIV, LAB and HUM. A total of DKK 1.208 billion in annual SPA commitments is divided into the three lots as shown below.

24. Administrative SPA guidelines, Section 7.4, page 18.

TABLE 1 - MFA ANNUAL SPA FUNDING (DKK)

Organisation	CIV	HUM	LAB	Total
MS Action Aid	124,000,000	15,000,000	-	139,000,000
DanChurchAid	108,000,000	85,000,000	-	193,000,000
Oxfam IBIS	96,000,000	19,000,000	-	115,000,000
Red Cross	68,000,000	88,000,000	-	156,000,000
CARE Denmark	54,000,000	-	-	54,000,000
Red Barnet	53,000,000	56,000,000	-	109,000,000
PlanBørnefonden	39,000,000	-	-	39,000,000
ADRA	21,000,000	15,000,000	-	36,000,000
DFPA	20,000,000	-	-	20,000,000
Caritas	18,000,000	22,000,000	-	40,000,000
IMS	18,000,000	-	-	18,000,000
Danmission	15,000,000	-	-	15,000,000
DRC	15,000,000	160,000,000	-	175,000,000
WWF	15,000,000	-	-	15,000,000
Mission East	-	19,000,000	-	19,000,000
LAB Consortium	-	-	65,000,000	65,000,000
Total	664,000,000	479,000,000	65,000,000	1,208,000,000

Looking at the share of SPA funding compared to total revenue among SPA partners, the chart on the following page shows all SPA funding (CIV/LAB/HUM lot) relative to total revenue in 2019. DRC dependency is at the low end (5% of total revenue) whereas Caritas to a larger degree depends on the SPA funds (constituting 61% of revenue). Labour Market consortium has not been included in the below as the annual revenue is not easily calculated. It should be highlighted here that lot HUM has no specific own financing requirements and as such not relevant for the discussion pertaining to own financing/cash contributions. But the HUM lot figure has been included from the table above to demonstrate relative dependency of the SPA funding.

FIGURE 13 - SPA SHARE OF TOTAL REVENUE

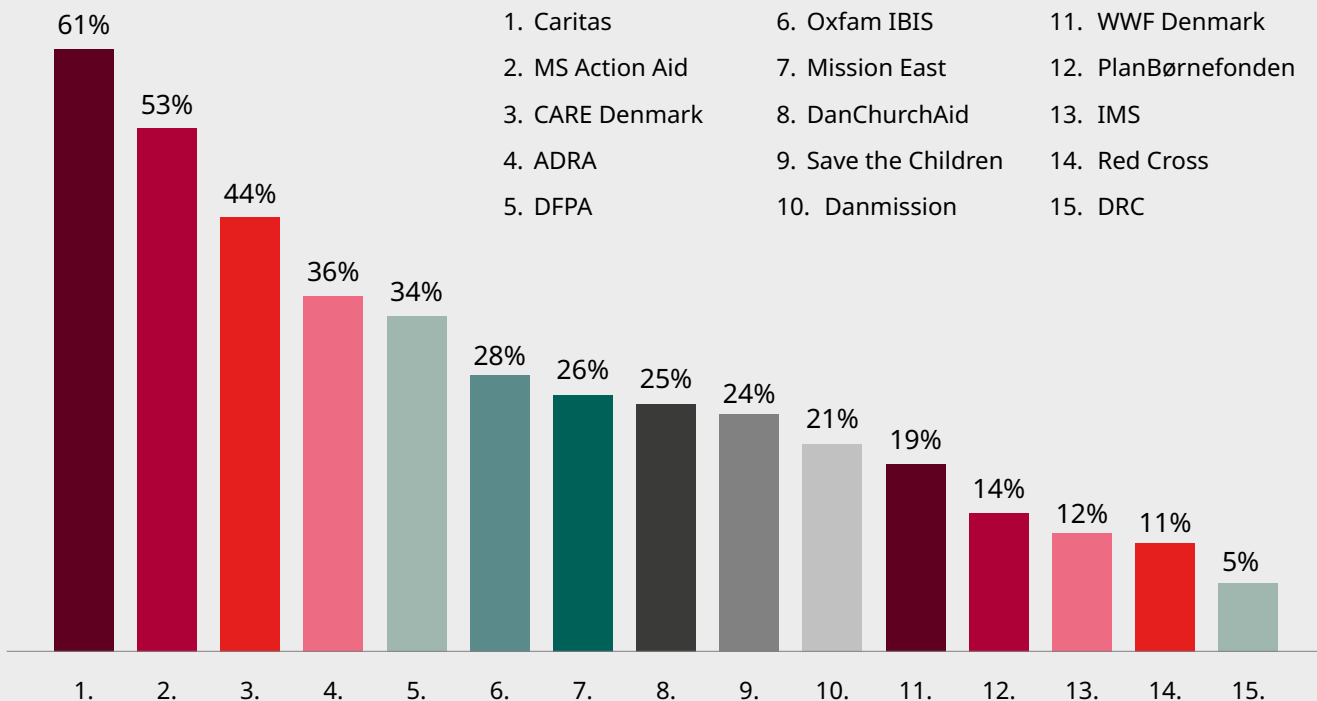
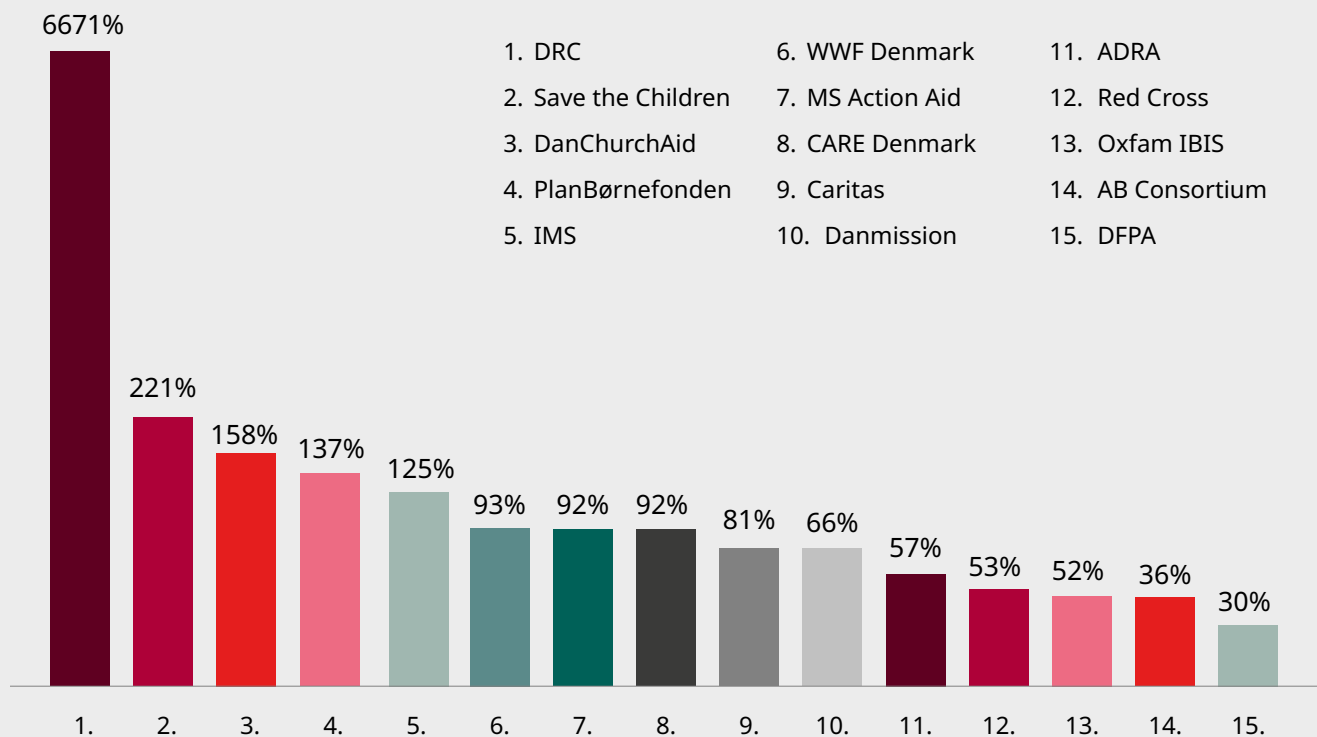


FIGURE 14 - 20% OWN FINANCING REQUIREMENT



Results – 20% own financing

The chart below shows the extent to which SPA partners have been able to raise 20% in own financing. The data is taken from their 2019 annual accounts and shows that **all SPA partners have been able to raise the required funds**. DRC has by far achieved this result, raising 6671% of its PPA activities funded by the SPA grant. For information, the grant from MFA was DKK 15 million, and total own financing from other grants in 2019 was DKK 773 million. At the other end, Danish Family Planning Association (DFPA) managed to raise 30% in own financing. DFPA is receiving DKK 20 million annually and managed in 2019 to raise DKK 5.1 million in own financing.

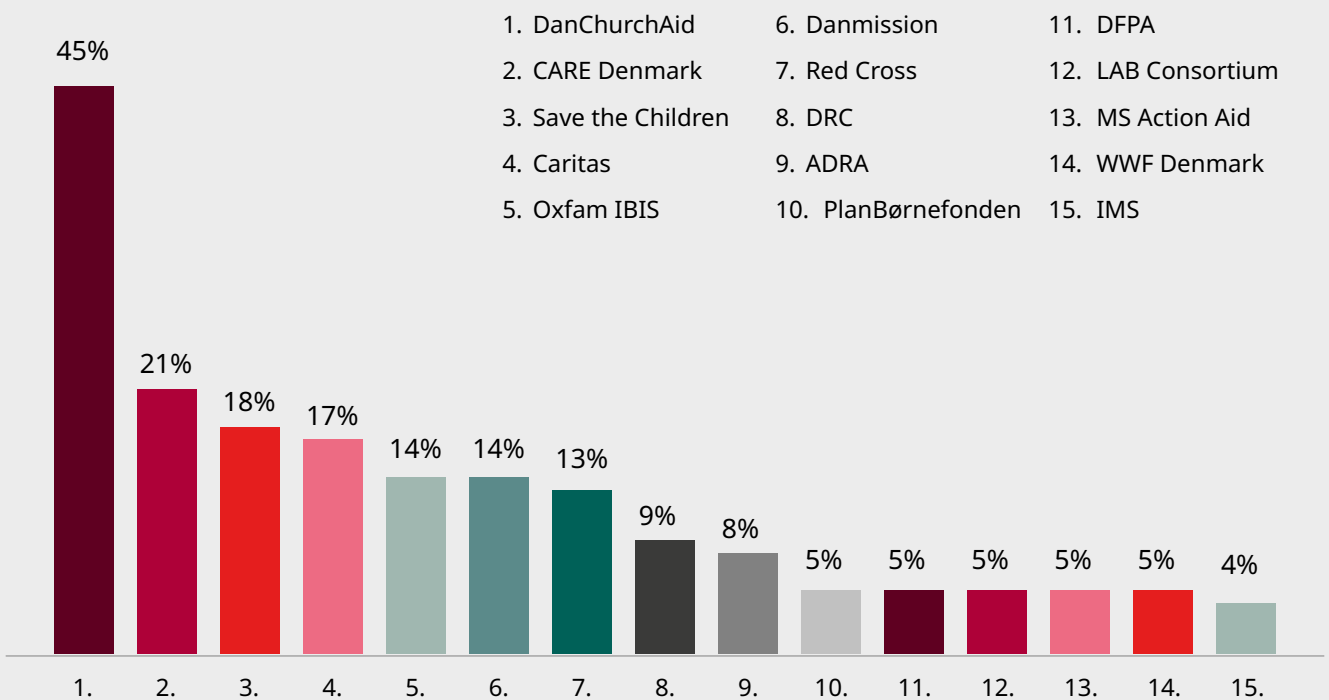
For 2019, CSOs were able to raise the required own financing with substantial amounts. The results and the differences between e.g. DFPA and DRC indicate differences in SPA dependency as indicated above.

The **advantage** of maintaining the 20% own financing requirement are many. For the MFA, it ensures that the Danish SPA funding would be used as co-funding to fund additional activities/projects and in this respect Danish funding can be applied to scale activities. In addition, a “burden-sharing”/“risk sharing” principle can be argued; hence, the activities are not only funded by SPA funding but also by other donors. For the SPA partners, the advantage of the requirement is that they are able to use the SPA funding as co-funding which can even generate additional funding – EU and other institutional donors often require a minor share of own financing and here the SPA funding is a useful funding vehicle.

The **drawback** of the 20% own financing relates to public engagement. It could be argued that the requirement shows the skills of the organisations’ ability to fundraise vis-à-vis institutional donors and less (or not at all) in relation to fundraising skills vis-à-vis the Danish public. In other words, the correlation between the level of own financing from SPA partners and the level of Danish public engagement is not apparent. Therefore, the MFA requirement may not be needed if assessed strictly to enhance public engagement. For the SPA partners the drawback is that the own financing may not always be linked directly to the same Theory of Change (SPA activities vs a different EU grant for instance) and hence an EU grant may not always be easy to consider as co-funding.

The requirement on 20% own financing is found by the evaluation not to have direct relevance to the assessments of public engagement or popular support in Denmark as it typically reflects more on the ability of organisations to raise funds from other sources, often outside Denmark. However, the requirement is found to be useful for MFA in terms of risk-sharing and for SPA partners in terms of attracting additional funds and should be maintained. The level has proven achievable for all current SPA partners and is assessed to be reasonable.

FIGURE 15 - 5% CASH CONTRIBUTIONS (2019 DATA)



Results - 5% cash contributions in Denmark

Concerning the requirement on 5% cash contributions in Denmark, the results show a mixed picture. Taking 2019 data as a point of departure it shows that one SPA partner did not raise the required funds (IMS) and a total of six SPA partners were at 5% or below (40% of the SPA partners). DanChurchAid, at the other end, managed to raise 45% of PPA in cash contributions. A middle-group of eight SPA partners have raised between 8-21%. Participants in the evaluation learning seminar on fundraising were recruited to cover strong as well as struggling fundraisers.

As evident, five SPA partners reported the necessary 5% required funds pertaining to this requirement and one SPA partner has reported below. In 2020, however, IMS was able to meet the 5% requirement. MFA is prepared to accept underperformance by an organisation in one financial year as long as the subsequent years shows ability to live up to the requirement as an average over the full SPA period.

To further understand the dynamics behind the numbers, the survey asked whether the SPA partners had faced any challenges in raising own financing/cash contributions. A total of 12 out of 15 answered this question. 25% responded that yes, they had faced some challenges e.g. due to increased competition for unrestricted funds or if new recipient of SPA grant, whereas 75% answered no.

It should be highlighted that only two of the six organisations who raised 5% or below responded to the above question in the survey.

The evaluation carried out a two-hour learning seminar on 23 February 2021 with four SPA organisations to further discuss and understand the 5% cash contribution requirement (LAB consortium, PlanBørnefonden, Danmission and IMS). The results of the seminar showed that:

- All organisations found it justified and beneficial for MFA to maintain this type of requirement.
- The requirement to some extent required the organisations to “argue their case” and explain why funding was necessary and what actually came out of the funds raised.
- While some stories were easier to sell than others the requirement was also seen to provide an opportunity for the SPA partners to become sharper and highlight results and stories.
- Some organisations argued that the funding from MFA helped raise the profile of the organisation – “SPA is seen as a quality seal”.
- All seminar participants found that the 5% requirement made sense and should be maintained.
- However, none of the organisations believed that a further increase in the requirement would generate additional public engagement. Rather, this would burden the fundraising departments and potentially divert additional funds from development aid in the field into Danish fundraising or even exclude certain types of organisations from becoming strategic partners.

Overall, it is the assessment of the evaluation that the **advantage** of maintaining the 5% cash contribution is that it is a measurable indicator for MFA to assess whether the SPA partners achieves it or not. Further, it demonstrates trust in and stakeholder commitment to the SPA partners and that the public feel engaged to such a degree that they decide to give money. In this sense, the 5% cash contribution has a clearer correlation with public engagement, the more funding raised the higher public engagement.

The **drawback** of the 5% cash contribution requirement is that it does not in reality place all organisations on an equal footing, as some organisations have a strong fundraising tradition and others do not. Also, it could be argued that some organisations have stories to tell that lend themselves more easily to public fundraising without necessarily being more relevant or effective in delivering documentable results.

Fundraising efforts of SPA partners

The evaluation requested information from SPA partners relating to the 5% fundraising requirement. Findings need to be interpreted with caution as analysis indicates that some of the data provided was not limited to the SPA requirement but related to fundraising more broadly.

From the data provided, ref. Figure 16 below, funds are raised in several categories. The biggest share of funds raised comes from second-hand shops with 31% of all funds raised. The second biggest source of income relates to "other" (30%) followed by "charity grants" (16%).

In absolute numbers, total net profit from second-hand shops by all partners amounts to DKK 119 million in 2019. "Other" amounted to DKK 118 million and "charity grants" amounted to DKK 60 million in 2019. By contrast – and from the answers provided – the facer collection method generated DKK 582,000 in 2019 (so small amount that it is not part of the pie chart).

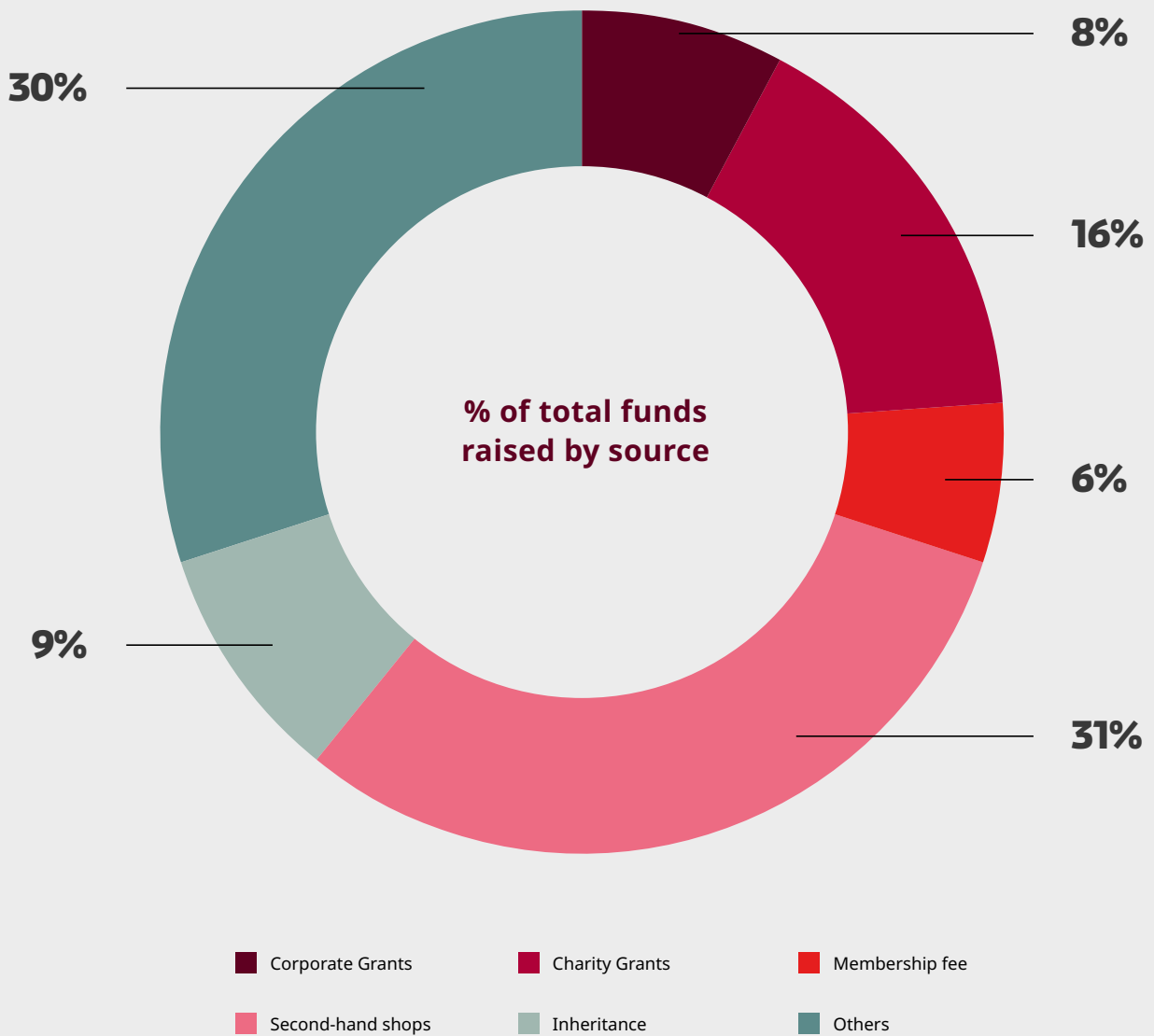
The three organisations who generate revenue from second-hand shops are Red Cross, DanChurchAid and Danmission. Red Cross generated a net profit of DKK 75 million, DanChurchAid a net profit of DKK 30 million and Danmission a net profit of DKK 14 million.

As can be seen from Figure 16, the majority of funds raised from all SPA partners comes from second-hand shops (31%). Consequently, the evaluation team decided to look further at a case study from Danmission and the numbers behind their second-hand shops.

The case study was discussed with Danmission and financial data on revenue and cost was collected and analysed in order to assess the business case both in relation to short-term investments vs. expected/realized long-term revenue.

The total SPA grant to Danmission amounts to DKK 15 million per year. To achieve the targets on 20% own financing and 5% cash contributions, Danmission has for nearly 40 years been running 'second-hand shops' around Denmark and combined shops with storytelling.

FIGURE 16 - SOURCE OF DANISH FUNDRAISING



CASE 9: DANMISSION – EXCEEDING THE 5% REQUIREMENT WITH STORYTELLING IN SECOND-HAND SHOPS

Danmission has for nearly 40 years been running second-hand shops across Denmark. As of 2020, Danmission managed a total of 72 second-hand shops with 2,200 volunteers behind the desks.

Key financial data – Danmission 2017-2019 (DKK million)

Danmission	2017	2018	2019	2019(%)
Total revenue	59.4	70.6	71.9	100%
of which SPA		14.7	14.3	21%
of which second-hand shops	26.8	23.2	26.6	36%
other revenue (other grants, collections, ect)	32.6	32.7	31	43%
Total cost	65.4	72.9	68	100%
of which for second-hand shops*	12.6	14.3	12.9	19%
of which other cost (excl second-hand shops)	52.8	58.6	55.1	81%
Net result of second hand shops	14.2	8.9	13.7	
Net result of Danmission (overall)	-6	-2.3	3.9	5%

*Joint costs at HQ

In general terms, Danmission has proven highly effective in meeting MFA funding requirements; whereas the total SPA grant for Danmission amounts to DKK 15 million per year, the above table shows that SPA funding in 2019 only represented 21% of the total revenue with second-hand shops representing as many as 37% of Danmission's total funding. In addition, the 5% requirement would correspond to Danmission raising a minimum of DKK 2.8 million (20% of PPA) of which DKK 703,000 (5% of PPA) should be raised in the form cash contributions. Likewise, these number are exceeded by far which to a relatively large extent can be attributed Danmission's second-hand shops.

According to the annual accounts provided by Danmission to MFA (Annex 3) a total of DKK 8.2 million has been reported as own-contribution (20%) and DKK 1.7 million in cash contribution. The remaining cash raised (highlighted above) has thus been used for non-Danida activities. According to discussions with Danmission, the organisation does not believe the requirement relating to own financing constitutes a problem to raise. In fact, they have an organisational 'doctrine' highlighting at least 51% should be raised as unrestricted funds in order to ensure independent decision-making.

Overall, SPA funding has increased the revenue of Danmission substantially and without hampering the organisation's ability to meet the fundraising requirements. Based on this, the evaluation finds that the own-financing requirement from MFA in the case of Danmission does not constitute a concern, and that Danmission both vis-à-vis the own-financing (20%) and the cash financing (5%) are more than able to meet the targets.

According to Danmission, the second-hand market is growing and marked by increasing competition. Overall, the case illustrates the financial potential and highly cost-effective function of second-hand shops in meeting fundraising requirements and at the same time the limited data on the outcome of storytelling associated with this type of engagement.

While the case of Danmission demonstrates ample room for achieving financial requirements, helped by a long history of fundraising engagement with the Danish public, International Media Support (IMS) is a much younger partner in the opposite end of the spectrum. IMS is challenged by much less of a fundraising history and a different target group of media professionals but also faces opportunities.

CASE 10: INTERNATIONAL MEDIA SUPPORT – GLOBALISTS ON A NEW PATH TOWARDS LOCAL FUNDRAISING

International Media Support (IMS) was founded in 2001 by a group of organisations, four of which have remained engaged in the IMS governance structure – the Danish School of Media and Journalism, Association of Danish Media, Danish Union of Journalists and Danish Institute of Human Rights. These founders are on the governing board along with media experts from across the world.

IMS aims to have stronger local presence in Denmark and engage its Danish constituency more but does not aim to develop into a movement with a general assembly or similar democratic accountability elements. A sponsorship scheme was introduced in 2018 in response to the SPA fundraising requirement associated with a partnership modality IMS had not been part of before. The scheme has had limited effects comprising 330 contributors in 2019. This made up a total of DKK 35,650 annually and less than 2% of total revenues, increasing to DKK 38,320 in 2020.

Financial data – IMS fundraising performance	2019 (DKK)	2020 (DKK)
Revenue		
Union of journalists (fundraising campaign among members)	900,000	925,000
Sponsorships and other contribution	43,825	64,069
Total revenue	943,825	989,069
Costs		
Salaries and other activities	422,509	738,623
Total cost	422,509	738,623
Net result	521,316	250,446

Source: IMS.

As can be seen in the table, IMS faces some challenges in raising the required funds. In 2020, the net result was a revenue of approx. DKK 250,000, down from DKK 521,000 in 2019 and with the majority of revenue (93.5%) emanating from Union of Journalism fundraising campaigns among their members.

CASE 10 CONTINUED: INTERNATIONAL MEDIA SUPPORT – GLOBALISTS ON A NEW PATH TOWARDS LOCAL FUNDRAISING

Discussions with IMS during the learning seminar on the 23rd of February highlighted some of the challenges to financial sustainability. IMS is a new SPA partner and has previously not been exposed to a specific cash contribution requirement (like frame organisations have in the past). Also, even though IMS has had its headquarters in Copenhagen since its establishment in 2001, the DNA of IMS has been that of an international organisation with media professionals across the world as its constituency and a composition of staff with a significant share of international professionals.

Therefore, IMS started its public engagement in Denmark more or less from scratch in 2018. Experience with collections or other types of fundraising targeting the general public was limited as resource mobilisation had focused on institutional donors. In response to the new SPA requirement, IMS had to consider its options and started out by conducting an income comparison analysis with comparable organisations. Effects of digital campaigns were analysed.

Partly sparked by SPA requirements, IMS has embarked on a journey aiming to capture benefits of public engagement, i.e., by increasing its efforts in fundraising, enhancing focus on Danish profile and visibility. This has required hard work and initial cost-benefit analyses indicate room for improvement vis-à-vis increased revenue/lower cost. However, IMS has now been approved by the Danish authorities to organise collections and sees options for increased focus on private donations. As reflected in the table above, IMS managed to increase its fundraising in Denmark from 4% in 2019 to 5% in 2020.

The 5% requirement is found to constitute a somewhat simplified perspective on public engagement and even fundraising qualities. However, it is found by the evaluation as well as by CSOs to be a fair proxy for an aspect of public engagement and has been applied to CSOs for a number of years (frame agreement recipients, SPA partners). The current level has proven achievable and should not be increased as this could exclude certain types of more policy-oriented SPA partners. A cost-benefit analysis should address the cost involved in fundraising and could be carried out for a selected number of SPA partners.

- #7** ***It is recommended** that MFA (a) maintain the requirement for strategic partners to raise the 5% in cash contributions in Denmark as a proxy indicator for public engagement and (b) conduct a cost-benefit analysis to assess the total costs involved for organisations without a fundraising tradition in raising the 5% cash contributions.*

5. LEARNING PERSPECTIVES

This chapter presents learning emanating from the various dialogue mechanisms, notably interaction with the Advisory Panel established as part of this thematic evaluation but also from dialogue with CSO umbrella organisations Global Focus and CISU. Key learning points include:

- Engagement funding pools have delivered proof of concept and can be taken to the next level
- Resources for engagement are limited and effects restricted by ad-hoc approach and silo thinking
- Equal partnership between MFA and strategic partners hold collaborative impact potential
- CSO fundraising partnership need to balance out collaborative with inevitable competition
- Learning more systematically from failure can inform strategic decisions on public engagement

Engagement pooled funding

In 2020, MFA contracted an engagement funding mechanism ('Engagementspuljen') to CISU, an umbrella organisation with 280+ CSO members. Two rounds were conducted in May and September 2020 for applications above DKK 100,000 leading to a total of 22 grants to a total scope of DKK 21.5 million. Subsequently, a round was conducted for applications up to DKK 100,000 that led to 17 grants of a total scope of just under DKK 2 million.

Interest in both categories have exceeded expectations with CISU estimating that twice the allocation could have been spent on applications worthy of support. While user feedback is predominantly positive, the evaluation notes critical points in relation to the paperwork involved to apply and, perhaps more importantly, the short-termism involved when it comes to application deadlines but also the time horizon for implementation. This does not resonate with the need for public engagement to be a sustained long-term endeavour in order to produce sustainable results.

CISU organised an online conference on 26 November 2020 on how more citizens can be engaged in efforts to create a better world. The conference marked the culmination of a CISU-led project funded by the European Commission to promote the knowledge and engagement of European citizens in promoting Sustainable Development Goals. In Denmark, the project supported 27 projects and reports to have reached 2.3 million and engaged 29,000 citizens. Three top learnings from the conference included:

- Need to focus on the interpersonal encounter and personal engagement
- Interest in psycho-social factors underpinning motivation, engagement and voluntarism
- Engagement for the sake of engagement (not fundraising)

The last point is of particular relevance for this thematic evaluation as it comprises a diversity of organisations with varying degrees of interest in fundraising from private citizens. In some cases, such as involvement of volunteers in second-hand shops, fundraising is an essential function. In other cases, fundraising is detached from engagement that is seen as a purpose in itself. For the segment of CSO participants in CISU's conference, fundraising was not only absent from discussions on engagement but almost reported by CISU to contradict the higher purpose of 'engagement for the sake of engagement'.

The experience of pool funding arrangements for public engagement can be argued to have delivered a sort of proof of concept during 2020. The modality has met with a positive response and there have been considerable amounts of applications deemed worthy of support that financial resources available have not sufficed to accommodate.

However, a degree of fatigue among pool funding networks was also observed from interlocutors of the evaluation team, driven in part by frustration over the administrative burden involved in having to meet formal requirements. More importantly, partners found that the short time-span involved in the funding commitments did not resonate with the planning horizon required for effective public engagement and development of stakeholder partnerships.

A strong message coming from civil society interlocutors relates to a longer time horizon and also ability to plan with resources known to be available. Against this background, the evaluation team has made calculations to illustrate what the budget implications would be of allowing strategic partners to spend not the current 2 but 3% of the programme budget of the SPA for PRI. Since the current distinction between lots CIV/HUM/LAB seem unlikely to be continued, the

calculation includes the opportunity for future HUM allocations to allow for PRI-spending, should strategic partners so wish. It should be noted that guidelines currently only entitle 2% PRI spending under the CIV and LAB lot. For lots LAB and HUM the amounts listed in the table below are indicative and illustrate what funding implications would be if PRI spending were also allowed for HUM. The same logic applies for the 3% figures table listings.

TABLE 2 – CSO ENGAGEMENT SPENDING**PRI calculations - based on 2019 figures**

Respondent	PRI amount a 2%			PRI amount at 3%		
	CIV lot	lot LAB	lot HUM	CIV lot	lot LAB	lot HUM
DRC*			3,200,000	379,980		4,800,000
Save the Children	1,092,080		1,120,000	1,638,120		1,680,000
DanChurchAid	2,850,520		1,700,000	4,275,780		2,550,000
PlanBørnefonden	686,600		-	1,029,900		
IMS	377,660			566,490		
WWF Denmark	305,300			457,950		
Care Denmark	1,246,120			1,869,180		
MS Action Aid	2,376,200		300,000	3,564,300		450,000
Caritas	320,200		440,000	480,300		660,000
Danmission	281,540			422,310		
ADRA	2,376,200		300,000	3,564,300		450,000
Red Cross	1,389,320		1,760,000	2,083,980		2,640,000
Oxfam IBIS	2,942,240		380,000	4,413,360		570,000
DFPA	366,400			549,600		
DIDTDA/3F		1,300,000			1,950,000	
Total	16,610,380	1,300,000	9,200,000	25,295,550	1,950,000	13,800,000
Total	Total PRI 2%		27,110,380	Total PRI 3%		41,045,550

*DRC did not claim any PRI funds in 2019

Public engagement partnerships

In recent years, MFA has changed its approach to communication. Publication of a Danida Annual Report was discontinued in 2016 and data on development cooperation is now published on an ongoing basis on www.openaid.dk. In early 2021, MFA announced the termination of 360° that replaced 'Development', published by MFA since 1974. New initiatives tend to be shorter-term and labelled public engagement.

A Danida grant for public engagement ('Oplysningspuljen') was established in the 1970s and subjected to regular evaluations, most recently in 2016²⁵. While the legal basis referred to knowledge and understanding of challenges in developing countries and development cooperation, the evaluation found media sector applicants focused on global challenges more broadly with moderate interest in ODA results.

The only case example found to relate directly to development cooperation was a partnership between DanChurchAid and the retail chain Bilka raising funds for community health services in Malawi. Overall, the evaluation found engagement cases to be relevant, high-quality productions, incl. award-winning films such as 'Democrats' and 'The Act of Killing'. However, cost-efficiency was found below expectations and numerous cases had limited evidence of dissemination or knowledge of actual outcome. The challenge for most of the cases under evaluation was summarized as 'Stock item successes'. High relevance and quality were not matched by sufficient attention to audience reach or knowledge of impact.

The evaluation recommended that MFA ownership of a grant-based funding mechanism be maintained as a globally oriented mechanism with enhanced outreach aspirations and fewer but larger grants. Current reflections on a future grant mechanism has the potential MFA administrative burden high on the agenda, as opportunities for continuing involvement of media professionals in high-quality, independent content production and Danida as a competent partner in joint communication efforts are being considered.

Untapped potential, recognised for some time by MFA as well as CSOs, has been confirmed by this evaluation and coming particularly strongly from MFA interlocutors keen to see more joint public engagement involving MFA and selected strategic partners. With as many as 16 partners, it can be difficult to be equally strategic with all partners at the same time. A rolling three-year plan could serve to raise the profile of government funding for development cooperation and stress the fact that civil society and MFA share a number of important policy priorities that also serve to justify current funding arrangements..

25. Evaluering af Danidas Oplysningsbevilling (2012-2016) – conducted by Verner Kristiansen ApS for the Ministry of Foreign Affairs of Denmark 2016.

Civil society also demonstrates an interest in joint public engagement with the MFA and stress the need for CSO autonomy to be reflected in partnerships on an equal footing. Proof of concept for joint public engagement has delivered in a number of cases already on issues such as SRHR where events have been organised by CSOs and MFA, including the International Day of the Girl. In the past, these have typically centred around ad hoc-events and frequently in connection with joint field visits by the Minister for Development Cooperation and organisation with activities in the developing country concerned. While this in itself continues to represent an under-explored potential, longer-term joint engagement schemes would also seem to come with opportunities for both sides. Examples of annual priorities could include humanitarian implications of climate change for one year followed perhaps by SRHR in the workplace or promotion of green growth as a factor in migration control during the next year of a rolling plan.

#8 *It is recommended to explore options for a three-year synergy scheme of targeted public engagement partnerships between MFA and CSOs with a group of 2-3 partners per year on the basis of a suitable match with government development priorities and priority issues of partners.*

Joint learning on CSO fundraising

The evaluation survey explored the experience of strategic partners with fundraising strategies more broadly to find out what was found to have worked well and where improvements could be made. These were key objectives for collecting “learning examples” across SPA partners.

The evaluation analysed the feedback from strategic partners. Findings can be summarised as follows:

Highlights on well-performing fundraising strategies:

- Increased focus on social media campaigns have made a positive impact.
- Increase in the average gift amounts has been received positively.
- One-off events like culture night, comedy shows.
- Some mention corporate grants as a new avenue with positive results.
- Web shops.
- Second-hand shops can be a huge source for income.

Highlights on areas where improvements could be needed:

- Increased involvement of the youth.
- Digital fundraising.
- Moving from one off/online campaigns to recurring payment agreements.
- Increase collaboration with the corporate sector.
- Adapt to reality when everything is turning 'digital'.
- Diversify funding base.
- Fundraising during a strategic repositioning can be challenging.

The text boxes below include some quotes made by SPA partners when completing the evaluation survey and their considerations with regard to their fundraising efforts:

Examples of what has worked well in fundraising

"It has worked well to engage the public by taking our point of departure in their own agendas and connect these to our core work. We are focused on building a value chain for the donor, bit by bit" – DanChurchAid

"Working with influencers - always unpaid. peer-to-peer engagement campaigns. Networking youth in north and south". – PlanBørnefonden

"WWF DK's increased number of corporate partnerships shows an interest and notion of importance among the private sector in Denmark. Through the WWF partnership the corporate partners will understand and engage more in the nature crisis help transform how they work". – WWF Denmark

In the survey, 12 out of 13 respondents indicate that they collaborated with other CSOs for fundraising purposes. When asked to provide examples of fundraising collaboration five respondents indicate informal meetings and knowledge-sharing as part of fundraising collaboration whereas three mention more formalised collaborations and workshops (two mention collaborations under ISOBRO) (Q26). On the other hand, participants from the learning seminar on the 22 February also highlighted that to some extent they were also competitors and not all fundraising strategies would be shared.

Examples of what can be improved in fundraising

“We are working hard to fill the gap from online reach and first engagement to a recurring payment agreement. The first stage works very well but our challenge is to convert the engaged people on digital platforms like our website”. – DanChurchAid

“We see a large potential to expand our collaboration with the corporate sector. Also we see a big potential in further exploring digital channels as the first step in a funnel leading to donations or sign up for regular donations.”. – Save the Children

“There is room for improvement with regards to defining which campaigns to run as fundraising campaigns. Some campaigns are both relevant and important in raising awareness and political action but will not appeal to the broader public and act as motivation to donate or become a regular giver”. – Oxfam IBIS

Avoiding the beauty contest

Inherent in an evaluation exercise like the present with ambitions to provide accountability and at the same time stimulate learning through a strong element of CSO involvement is the risk of identification of case examples and discussions more widely turning into an ‘evaluation beauty contest’. This is particularly acute when the evaluation is commissioned by the MFA at a time when applications for a new round of strategic partnership agreements are in the process.

However, the issue is universal and constituted the background for establishing the Admitting Failure website that happens to be an initiative by the Canadian branch of one of the case examples assessed as part of this evaluation, Engineers Without Borders (<https://www.admittingfailure.org/about/story/>). As explained on the website:

‘It is painful for civil society organisations to acknowledge when we don’t meet our goals and objectives; it is just as painful to worry about how funders will react to such failure. The paradox is that we do everything we can to avoid these pains even though we all know failure is the best teacher and we have to be open and talk about our failures in order to learn. More than that, openly acknowledging failure is often a catalyst for innovation that takes our work from good to great’.

A particular difficulty from the point of view of an evaluation is finding failures to evaluate. If a project has failed to take off, then there will not be much to see. If it is clearly having no impact, or is even damaging, then the implementing organisation might well stop it when (or before)

the funding period ends. The knowledge of what happened is often in people's heads, rather than in documents.

To address this, learning mechanisms of this evaluation have included, a sequence of three 'Fail Sessions' during each of the meetings of the Advisory Panel. While these examples have not been selected as the principal case examples to demonstrate engagement results, the approach served its purpose of creating high levels of confidence among panel members and an atmosphere conducive to mutual learning. Examples of learning points brought up by panellists during these sessions have included:

- Too **strong focus on CSO perspective** – risk of failure lies in assuming high interest of the CSO itself is necessarily matched by intended audiences. A campaign during the football World Cup in Russia in 2018 aimed to increase awareness on anti-mining. The campaign was built on flawed assumptions about recipient priorities. The lesson was learned to include audiences during design phase testing.
- High **expectations of a partnership with young influencers** was also reported as an example of failing to meet expectations for effective outreach and long-term commitment. Also, plans to engage young volunteers in SoMe campaigns did not live up to expectations on youth willingness to use personal accounts. The lesson was learned to consult rather than make assumptions on youth engagement.
- Also, the **opportunity to sustain engagement was not seized** when a momentum was sparked by civic response to the refugee crisis in 2016 ('venligboerne'). Large groups of citizens were mobilised for a relatively brief period of time, but not sustained. The lesson learned was to enable accessible and user-friendly platforms for people to remain engaged.
- Finally, **motivating segments to move from positive attitudes to active engagement** proved difficult for a strategic partner. An advert was published to thank supporters for contributions to free media activism in developing countries and inviting to engage as volunteers and regular sponsors. While no negative reactions were observed, response in terms of volunteering and sponsoring proved modest, indicating that cash contributions and volunteering can be particularly challenging in policy initiatives.

Additional learning points from Advisory Panel:

Improving indicators to better understand effects on target audiences does not have to be costly

Advisory Panel participants agreed on the need to find new and smarter ways to understand the contributions of engagement activities. While there is no one-size-fits all for such frameworks, basic metrics could involve counting not just audiences exposed to activities (snapshots), but number of hours devoted by people to a campaign and changes to attraction reflected by such numbers over time. Qualitative data could be derived from changes to discourse over time rather than '# of mentions' in media outlets. Focus should be on monitoring changes to both breadth (reach) and depth (engagement levels).²⁶

Sense of momentum around increasingly interconnected development issues.

It was reiterated and acknowledged during the advisory panel meetings that the cause or 'the big why' should take precedence over fundraising considerations for public engagement to become appealing and effective. Participants also agreed that CSOs have a role to play in this ensuring more alignment between their respective approaches through a shared framework and discourse. In turn, a more joint narrative was seen to enhance the potential support of Danes and resonating with research pointing to the importance of motivation and relatability as prerequisites for sustainable engagement.

Tailormade *platforms* for various segments and target audiences.

A final concern featuring prominently in advisory panel discussions was the long-recognised need to get serious about catering to broader segments of the Danish population and avoid the inherent risk of preaching to the already converted whose values embrace global goals and development cooperation and reach out to what research has taught us for some time are large segments of marginally and totally disengaged citizens. This concern underpins recommendations of this evaluation to incentivise larger and more long-term investments aiming for the challenging target of collective impact.

26. For detailed inspiration of measuring tools and cases see also Mobilisation Lab (2021) Measuring People Power In 2020+ - Key Survey and Research Findings.

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