

## "FICHE CONTRADICTOIRE"

## Evaluation of EC aid delivery through civil society organisations

Recommendations:	Responses of Commission Services:	Follow-up (one year later):
<b>POLITICAL RECOMMENDATIONS</b>		
<p><b>1) Provide a clearer political and stronger managerial leadership</b></p>		<p>The last Communication on civil society: COM(2012) 492 dated on the 12 September 2012: <b>The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations</b> is endorsed by the Council on the 15 October 2012 (14535/12). This Communication is the result of the process launched by this Evaluation, the IAS audit and the Court of Auditor report (N°4/2009). All the recommendations below will find an answer with this Communication.</p>
<p>(i) Communicate better on EC commitments towards CSOs: develop an effective communication strategy and use it.</p>	<p><b>Recommendation agreed.</b> A Civil Society Intranet web site has been developed with practical and operational information and tools in support to NSA focal persons working in the EU Delegations. It has also committed itself to enhance the communication on EC commitments towards CSOs through two other major channels: the improvement of the existing Internet pages and the civil society helpdesk (CISOCH) deemed to become an interactive platform on civil society issues. In addition, thematic regional seminars are organized addressing civil society issues and raising awareness among colleagues.</p>	<p><b>Done</b> – CISOCH is functional. It is become the unique entry point on and for civil society working in development. Around two seminars are managed each year in HQ or in delegation addressing civil society.</p>
<p>(ii) Put in place mechanisms to ensure greater consistency in the application of the participatory development agenda:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Encourage the EC Delegations to assume political responsibility and associated risks.</li> <li><input type="checkbox"/> Give clear political instructions (and other types of incentives) to ensure relevant forms of CSO participation in new</li> </ul>	<p><b>Recommendations in principle agreed.</b> These recommendations are very political in nature and of great importance. The entry in force of the Lisbon treaty triggers major changes such as the creation of the European External Action Service (EEAS). Any take-up of recommendations can only be done within the new</p>	<p><b>Done</b> – The last Communication on civil society: COM(2012) 492 defines the mechanisms to ensure greater consistency in the application of the participatory development agenda.</p>

<p>aid modalities (SPSPs, GBS programmes)</p> <p><input type="checkbox"/> Ensure a better ‘consistency check’ at the level of the IQSG, particularly in terms of integrating the civil society dimension into the programming process.</p>	<p>framework and in respect of political decision to be taken by the appropriate authorities.</p>	
<p>(iii) Monitor the effective implementation of the participatory development agenda. The systems for data collection are highly inadequate</p>	<p><b>Recommendation agreed.</b> Improvements of the use of the 'Data Ware House tool' are currently in progress. This will allow EC services to extract more appropriate data on civil society organizations to better exploit this channel. Similarly, services are exploring ways to use PADOR information in a more strategic manner in order to support the decision-making process. In a near future, aggregated PADOR data should be available and disseminated via CISOCH</p>	<p><b>Done</b> – Data Ware House (DWH) tool is functional. It has been improved considerably to provide with an easier, quicker manner more validated data. PADOR data are exploited through DWH (not through CISOCH)</p>
<p>(iv) Provide institutional incentives and remove systemic bottlenecks:</p> <p><input type="checkbox"/> Explore creative ways to increase the ‘quality time’ available to EC staff,</p> <p><input type="checkbox"/> Widen the procedural space for staff to be able to shift towards programme and process approaches to supporting CSOs,</p> <p><input type="checkbox"/> Ensure civil society expertise at sufficiently strategic levels within Delegations</p> <p><input type="checkbox"/> Promote higher levels of tolerance for risks</p> <p><input type="checkbox"/> Revitalise the spirit of the ‘Palermo process’ as a structured quadrilogue</p>	<p><b>Recommendations in principle agreed.</b> The entry in force of the Lisbon treaty triggers major changes such as the creation of the European External Action Service (EEAS). Any take-up of recommendations can only be done within the new framework and in respect of political decision to be taken by the appropriate authorities. The Palermo Process is currently being re-launched in the shape of a structured dialogue with CSO to be held between March and October 2010. Four multi-stakeholders working groups tackling the main challenges related to the involvement of CSO in EC cooperation will gather in Brussels and regional seminars.</p>	<p><b>Done</b> – One of the outcomes of the Structured Dialogue process is the introduction of 12 sheets to simplify the selection process of applicants. "Engaging strategically with civil society" is the theme of seminars these last and next years. It is also the centre of the last Communication on civil society: COM(2012) 492. A "roadmap" per delegation will define an integrated approach at a more strategic level within delegations. The Structured Dialogue process has been finalised by a seminar in May 2011. The "Political Forum for development" is put in place to maintain the space of dialogue between the same stakeholders.</p>
<p><b>2) Champion space for civil society in the policy and political dialogue with partner governments/</b> make more effective use of political position and leverage to stand up in the political dialogue with partner governments for respect of laws and agreements concerning civil society</p>	<p><b>Recommendations in principle agreed.</b> The entry in force of the Lisbon treaty triggers major changes such as the creation of the European External Action Service (EEAS). Any take-up of recommendations can only be done within the new framework and in respect of political decision to be taken by the appropriate authorities.</p>	<p><b>Done</b> - The last Communication on civil society: COM(2012) 492 defines the space for civil society in the policy and political dialogue with partner governments: "In its cooperation with partner governments, the EU will seek to scale up public authorities' capacity to work constructively with civil</p>

		society, increasing trust and competencies to build up dialogue and opportunities for partnerships. The EU will continue to offer advice and support in strengthening democratic institutions and reforms, also by improving the capacity of policy makers and civil servants to work with CSOs."
(i) Encourage EC Delegations to make a much more effective use of political dialogue to promote genuine CSO participation as well as an effective use of the CSO channel in political, social and economic processes.	<b>Recommendation agreed.</b> Internal quality support processes check the effective use of the CSO channel in political, social and economic processes essentially at the stage of inter-service consultations launched during programming.	<b>Done</b> - The Communication on civil society is the official step to put in place the appropriate mechanisms to promote CSO participation. It defines: "The EU and the Member States should develop country <i>roadmaps for engagement with CSOs</i> , to improve the impact, predictability and visibility of EU actions, ensuring consistency and synergy throughout the various sectors covered by EU external relations. These roadmaps are also meant to trigger coordination and sharing of best practices with the Member States and other international actors, including for simplification and harmonisation of funding requirements."
(ii) Actively identify and use available opportunities to expand the space for CSO participation in policy-related processes, in governance, in sector wide approaches or other multi-stakeholder development programmes.	<b>Recommendation agreed;</b> geographic programmes in support to NSA by strengthening specifically civil society organisations aim at enhancing the participation of civil society to governance processes and enhance the capacity of NSA to become effective partners in political, social and economic dialogue with the State. Services are also specifically working on expanding the space of civil society organisations in sector-wide approaches or multi-stakeholders' programmes, by 1) developing a methodological document on how to enhance the participation of civil society in new aid modalities; 2) in raising the issue of civil society participation along the internal decision-making processes of projects' and	<b>Done</b> - the Communication on civil society: COM(2012) 492 establishes that the EU and the Member States should develop country <i>roadmaps for engagement with CSOs</i> , to improve the impact, predictability and visibility of EU actions, ensuring consistency and synergy throughout the various sectors covered by EU external relations. These roadmaps are also meant to trigger coordination and sharing of best practices with the Member States and

	programmes' adoption.	other international actors, including for simplification and harmonisation of funding requirements.
(iii) Use the full EC/EU political weight when authorities use violent or repressive means to suppress tensions with CSOs, human rights defenders or civilians.	<b>These recommendations are very political in nature</b> and of great importance. The entry in force of the Lisbon treaty triggers major changes such as the creation of the European External Action Service (EEAS). Any take-up of recommendations can only be done within the new framework and in respect of political decision to be taken by the appropriate authorities.	<b>Done</b> – The Communication underlines: "The EU will continue to take action and measures in countries where the government fails to recognise civil society with consequences of human rights violations. When countries loosen their commitment to human rights and fundamental values, the EU can suspend cooperation with national authorities and strengthen its support to local populations through CSOs."
(iv) Capitalise on good practices of EC engagement with CSOs in hostile environments.	<b>Recommendation agreed.</b> The "Capitalisation study on 9 <sup>th</sup> EDF NSA capacity building programmes" ( <a href="http://ec.europa.eu/europeaid/what/civil-society/index_en.htm">http://ec.europa.eu/europeaid/what/civil-society/index_en.htm</a> ) has identified good practices of management systems in countries with very limited NSA participation due to hostile political environments.	<b>Done</b> – Capitalisation on good practices is very difficult because of specificities of each "hostile environments". However, the Commission is focusing its effort on a better knowledge of the country through "mappings" and "Political Economy Analysis" where Civil society place is better defined and understood. From this better knowledge, a better answer will be possible.
(v) Provide support to the consolidation of domestic accountability mechanisms	<b>Recommendation agreed.</b> The reference document on "Analysing and addressing governance in sector operations" <a href="http://ec.europa.eu/europeaid/infopoint/publications/index_en.htm">http://ec.europa.eu/europeaid/infopoint/publications/index_en.htm</a> , and the coming document on how to enhance the participation of civil society in new aid modalities developed by EuropeAid both consider and operationalise the important role civil society can play as key actors in the demand of good governance, including in the consolidation of domestic accountability mechanisms.	<b>Done</b> – The Communication says: "The EU should step up support to country-led efforts to strengthen domestic accountability systems, promoting CSOs' role in oversight, alongside parliaments, supreme audit institutions, public procurement monitoring agencies and the media. The EU will support CSO capacities to engage effectively in these systems with a long

		term perspective, including at local level where a wealth of diverse and innovative approaches is emerging in the area of "social accountability", including through the use of new technologies. "
<b>3) ENHANCE THE QUALITY OF THE PARTNERSHIP WITH CSOs (IMPROVED DIALOGUE AND MORE ADAPTED CSO SUPPORT MODALITIES)</b>		
(i) Launch a multi-actor dialogue on the notion of CSO channel	<b>Recommendation agreed.</b> Discussions are taking place with Concord notably on the participation of civil society in new aid modalities which will enhance the understanding and effectiveness of the notion of CSO channel.	<b>Done</b> – The "Policy Forum on development" is functional since beginning of 2012.
(ii) Enhance the quality of existing dialogue mechanisms	<b>Recommendation agreed.</b> The regional seminars for EC services and EU Delegations and devoted to civil society issues (civil society/governance seminars) all address the question of existing dialogue mechanisms with civil society and discuss ways and means to enhance their quality. Dialogue mechanisms will be improved with the launching of the structured dialogue in 2010 (so-called Palermo process II). In addition, in line with the Accra Agenda for Action (§20 on civil society), the EC is following CSOs' initiatives in the post-Accra context (namely the Open Forum on CSO development effectiveness & the Better Aid Platform). On that matter, coordination with others donors is ongoing.	<b>Done</b> – Regional and HQ seminars are maintained for the next years. The thematic is focusing more and more on "Engaging strategically with civil society". Delegations organise consultation meetings before each call for proposals.
(iii) Assume mutual accountability for results	<b>Recommendation agreed.</b> The EuropeAid Action Plan to Implement the Accra Agenda for Action entails a specific thematic priority on "deepening the engagement with civil society". The mutual accountability for results can be looked at in this framework.	<b>Done</b> – Various self-regulatory initiatives are gaining international recognition, such as the <i>Istanbul CSOs Development Effectiveness Principles</i> and other actor-specific charters of accountability or national codes of conduct. The EU encourages further efforts in this area.
(iv) Elaborate a more refined EC strategy to help supporting the sustainability of civil society as a sector	<b>Recommendation agreed.</b> The "Capitalisation study on 9 <sup>th</sup> EDF NSA capacity building programmes" (available on internet under	<b>Done</b> – The last version of DCI define the complementarity between the

	<p><a href="http://ec.europa.eu/europeaid/what/civil-society/index_en.htm">http://ec.europa.eu/europeaid/what/civil-society/index_en.htm</a>) and the methodological document on how to enhance the participation of civil society in new aid modalities provide guidance on how to enhance the sustainability of civil society. Their aim is notably to enhance the definition of a strategy of engagement with civil society through: a better knowledge of civil society dynamics, the definition of the core notions of civil society capacity building, the mobilisation of EC instruments (macro and sector programmes, specific geographic and thematic programmes) around their key missions.</p> <p>It is also planned to elaborate an analysis note on the specific added-value of the different categories of CSOs in development cooperation (trade unions; universities; cooperatives; think-tanks etc.).</p>	<p>geographical and thematic programmes. The last Communication on civil society: COM(2012) 492 put in place the framework of a better strategy to use this complementarity to enhance civil society as a sector for example in budget support: " In line with the recent Communication <i>The Future Approach to EU Budget Support to Third Countries</i> (2011), when using budget support the EU should pay particular attention to systematically facilitating CSOs' oversight role. The new eligibility criterion on "transparency and oversight of the budget" will focus on the timely availability of comprehensive and sound budgetary information with which CSOs can better hold decision makers to account."</p>
<b>STRATEGIC AND OPERATIONAL RECOMMENDATIONS</b>		
<b>4) Enhance the overall quality of programming aid</b>		
<p>Invest in better knowledge of the civil society arena :</p> <ul style="list-style-type: none"> <li>➤ More use of strategic mappings</li> <li>➤ Encourage systematic learning</li> <li>➤ Put in place a dynamic database</li> </ul>	<p><b>Recommendation agreed.</b> Strategic mappings are encouraged in all relevant arenas: quality support groups, civil society trainings in Brussels and regional seminars in Brussels or in Delegations.</p> <p>Mappings have for example been conducted during the identification phase of 27 out of the 40 NSA capacity building programmes in ACP countries.</p> <p>A methodological study is being finalised on how to design mappings adapted to the Latin American context. The objective is to propose a methodology where mappings can feed into the political dialogue and the whole development cooperation portfolio.</p> <p>A similar exercise has started for Asia.</p>	<p><b>Done</b> – The Communication says: "Roadmaps should be based on a sound understanding of the CSOs arena and the wider socio-economic context in which they operate<sup>1</sup>. This is a prerequisite for a more strategic engagement of the EU at country level, particularly if relevant stakeholders have to be identified in order to establish or facilitate effective and meaningful dialogue schemes. The roadmaps should identify long</p>

<sup>1</sup> Regular and participatory mappings are recommended, covering the diversity of actors and including networks and platforms at national/sector levels.

	<p>CISOCH is also currently being developed as a tool to increase coordination &amp; improve knowledge management capacities between EuropeAid and Delegations.</p>	<p>term objectives of EU cooperation with CSOs and encompass dialogue as well as operational support, identifying appropriate working modalities. This exercise should be linked to the programming of EU external assistance, namely bilateral, regional and thematic cooperation. The human rights country strategies currently being developed by the EU will be an important reference.</p> <p>The roadmaps should be developed taking into account the views of civil society, be regularly updated and where appropriate, made publicly available and shared with national authorities." CISOCH is functional and is a capitalisation tool on and for civil society. Mapping exercises and reports are already available.</p>
<p>Develop country specific strategies to engage with CSOs:</p> <ul style="list-style-type: none"> <li>➤ Define a long-term strategic vision</li> <li>➤ identify roles that could be played by the various actors</li> <li>➤ Conduct an ‘actors’ analysis of the various categories of CSOs</li> <li>➤ Consider the possible division of labour with other development partners.</li> <li>➤ Identify appropriate benchmarks to monitor progress over the long-term</li> </ul>	<p><b>Recommendation agreed.</b> All these elements are part of the methodology developed on mappings (see: "Guidelines on Principles and Good Practices for the Participation of NSA in the development dialogues and consultations and the "Capitalisation Study on 9<sup>th</sup> EDF NSA capacity building programmes").</p>	<p><b>Done</b> – A study and a methodological tool on mapping are available on CISOCH. The roadmaps will help to improve comprehension of each country and from that point a better strategy will be put in place.</p>
<p>Ensure participatory programming for using the CSO channel:</p> <ul style="list-style-type: none"> <li>➤ Determine the most suitable dialogue mechanisms for involving CSOs.</li> <li>➤ Ensure coherence between the use of the CSO channel and the different cooperation approaches, instruments and financing modalities</li> <li>➤ Establish appropriate and realistic benchmarks on the quality of programming</li> </ul>	<p><b>Recommendation agreed.</b> As concerns the recommendation on dialogue with CSOs and the use of the CSO channel, please see above.</p> <p>The EC is presently preparing the mid-term review of geographic and thematic instruments and has elaborated programming fiches on dialogue with and support to NSAs.</p>	<p><b>Done</b> – The Communication promotes an inclusive policy-making for better governance: "Civil society participation in public policy processes and in policy dialogues leads to inclusive and effective policies, if conjugated with adequate allocation of resources and sound management. CSOs participation is a key factor in devising policies that meet people's needs. Governments can benefit from the constructive</p>

		<p>participation of CSOs in the development, implementation and monitoring of national strategies, at all levels. The political will of public authorities to engage is crucial and the EU will encourage actions to progress in this direction.</p> <p>The EU will invest more in promoting, supporting and monitoring effective mechanisms for result-oriented dialogues, emphasising their multi-stakeholder dimension. National or sectoral policy dialogues should include all concerned actors, such as CSOs and the private sector where relevant, and partner governments, local authorities, parliaments and other national institutions.</p>
<p><b>5) More realistic and effective implementation strategies</b></p> <p>Manage the CSO channel in a partnership mode:</p> <ul style="list-style-type: none"> <li>➤ Extend the dialogue beyond programming</li> <li>➤ Provide incentives for ensuring an ongoing dialogue</li> <li>➤ Support and engage with (informal) networks of CSOs</li> <li>➤ Put much more emphasis on capacity development of CSO actors</li> </ul>	<p><b>These recommendations are very political in nature</b> and of great importance. The entry in force of the Lisbon treaty triggers major changes such as the creation of the European External Action Service (EEAS). Any take-up of recommendations can only be done within the new framework and in respect of political decision to be taken by the appropriate authorities.</p> <p>The methodological document on how to enhance the participation of civil society in new aid modalities (available mid 2010) will make concrete recommendations on how to enhance dialogue with Non-State Actors on different levels: in the political dialogue between EU Delegations and NSAs as well as in the facilitation of dialogue between NSAs and the government on global development policies (PRSPs notably) and sector policies.</p> <p>It is also relevant to clearly make the distinction between partners in the political dialogue &amp; partners in implementation (for Aid delivery). According to these roles, different dialogue processes may be envisaged.</p>	<p><b>Done</b> – The Communication put Capacity development in the spotlight: " In order to increase their impact, local CSOs must overcome capacity constraints ranging from limitations in technical management and leadership skills, fundraising, to results management and issues of internal governance.</p> <p>The EU will reinforce its support to the capacity development of CSOs, particularly local actors, as part of a long-term, demand-driven and flexible approach, giving particular consideration to constituency building and representativeness.</p> <p>The EU will also support long-term and equitable partnerships for capacity development between local and European CSOs. These should be based</p>

		on local demand, include mentoring and coaching, peer learning, networking, and building of linkages from the local to the global level. The objective 1B of the NSA-LA programme is focusing on regional networks. The objective 3 is focusing on European networks in order to improve dialogue with the Institutions."
<p>Combine different approaches, instruments and channels of aid:</p> <ul style="list-style-type: none"> <li>➤ Combine geographic and thematic instruments.</li> <li>➤ Combine the different approaches (project, sector, macro)</li> <li>➤ Consider the complementary use of various channels</li> </ul>	<p><b>Recommendation agreed.</b> Attention is increasingly paid to the combination of geographic and thematic instruments according to their respective added value. In addition, the methodological document on how to enhance the participation of civil society in new aid modalities will provide a clear view of how to mobilise the different EC instruments (macro/sector programmes, NSA programmes, be they geographic or thematic) according to the local context NSAs are operating in.</p>	<p><b>Done</b> – The Communication put in place roadmaps per country: "The roadmaps should identify long term objectives of EU cooperation with CSOs and encompass dialogue as well as operational support, identifying appropriate working modalities. This exercise should be linked to the programming of EU external assistance, namely bilateral, regional and thematic cooperation. "</p>
<p>Be creative with funding to CSOs:</p> <ul style="list-style-type: none"> <li>➤ Promote, whenever possible, the use of programme-based funding to and through CSOs.</li> <li>➤ Provide whenever possible joint funding.</li> <li>➤ Make an effective use of the new procedure of "sub-grants"</li> <li>➤ Explore modalities to provide long-term (institutional) funding to targeted CSOs.</li> <li>➤ Ensure that CSOs can, whenever possible and useful, access part of the EC funding provided in the framework of sector and macro-approaches</li> </ul>	<p><b>Recommendation agreed.</b> The need to put EC procedures in line with the needs of NSA due to their capacity was underlined. For example: need to design programmes with small budgets, longer duration and to cope with the difficulty of dealing with competitive procedures such as calls for proposals where the targeted beneficiaries need to be strengthened first. The EC intends to launch an internal reflection on this issue. It is, however also important to underline that legal bases, such as the Financial Regulation, have to be respected. If need be, a revision of the FR should be discussed.</p>	<p><b>Done</b> - One of the outcomes of the Structured Dialogue process is the introduction of 12 sheets to simplify the selection process of applicants. With the new Financial Regulation and where it is possible such new procedures will be used as alternative funding.</p>
<p><b>6. Manage the channel in a result-oriented way</b></p>		
<p>Set up an effective system for the CSO channel with adapted instruments</p>	<p><b>Recommendation agreed,</b> a specific chapter of the Capitalisation study of 9<sup>th</sup> EDF capacity building programmes is devoted to the monitoring and evaluation of civil society programmes.</p>	<p><b>Done</b> – The Result Oriented Monitoring (ROM) is functional. A procedure is in place in order to monitor each year projects amongst each budget lines and programmes.</p>
<p><b>PROCESS RECOMMENDATIONS</b></p>		
<p><b>7. Provide ongoing support to an institutional change process</b></p>		

<p>(i) Encourage EC Delegations change implementation strategies, methods of works and management approaches with regard to the CSO channel also through capacity development component</p>	<p><b>Recommendation agreed</b>, EC strives through studies and methodological documents, the provision of trainings; the organisation of regional seminars; through direct contacts or through internet, intranet and CISOCH to enhance a "civil society" culture and practices in line with the participatory approach enshrined in the EC policy documents.</p>	<p><b>Done</b> - The Communication put Capacity development in the spotlight: " In order to increase their impact, local CSOs must overcome capacity constraints ranging from limitations in technical management and leadership skills, fundraising, to results management and issues of internal governance. The EU will reinforce its support to the capacity development of CSOs, particularly local actors, as part of a long-term, demand-driven and flexible approach, giving particular consideration to constituency building and representativeness. The EU will also support long-term and equitable partnerships for capacity development between local and European CSOs. These should be based on local demand, include mentoring and coaching, peer learning, networking, and building of linkages from the local to the global level. The objective 1B of the NSA-LA programme is focusing on regional networks. The objective 3 is focusing on European networks in order to improve dialogue with the Institutions."</p>
<p>(ii) Provide Delegations with a flexible financial instrument.</p>	<p>The entry in force of the Lisbon treaty triggers major changes such as the creation of the European External Action Service (EEAS). Any take-up of recommendations can only be done within the new framework and in respect of political decision to be taken by the appropriate authorities.</p>	<p><b>Done</b> - One of the outcomes of the Structured Dialogue process is the introduction of 12 sheets to simplify the selection process of applicants. With the new Financial Regulation and where it is possible such new procedures will be used as alternative funding.</p>
<p>(iii) Ensure relevant forms of support by the planned 'Civil Society Helpdesk'</p>	<p><b>Recommendation agreed.</b> The Civil Society Helpdesk (CISOCH) is currently being tested.</p>	<p><b>Done</b> – CISOCH is functional and is the entry point website on and for civil</p>

<p><b>8. Establish the ‘Civil Society Help Desk’ as knowledge hub and catalyst for change</b></p>	<p><b>Recommendation agreed.</b> The Civil Society Helpdesk (CISOCH) is currently being tested. It has been decided to launch the CISOCH in 3 steps -Internal tool for better coordination amongst services -Access open to external stakeholders for information -Access open to external stakeholders for dialogue</p>	<p>society. <b>Done</b> - CISOCH is functional and is the entry point website on and for civil society working in development.</p>
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