

Chapter 6

Illustrations on CSO Effectiveness

This chapter provides examples of how developing country governments, donors and CSOs themselves can work together to ensure that CSOs reach their full potential as development and aid actors. It explores how an enabling environment can be provided to enhance the vibrancy and diversity of civil society; discusses different models and facets of donor support; and concludes with examples of how CSO partnerships can be enhanced.

This section focuses specifically on the issue of CSO effectiveness, asking what is required in order for the contributions of CSOs as development and aid actors to reach their full potential. Following the *AG-CS Synthesis of Findings and Recommendations*, we deal with the subject under three thematic headings: the enabling environment, good donorship, and CSO partnerships. Each of these involves challenges for developing country governments, donors and CSOs alike.

Understanding the civil society landscape

An important first step for all stakeholders is to understand the civil society landscape in particular countries or internationally – how it is organised, the functions it performs, and the space that it occupies.

To date, most civil society “mapping” has been done at the level of individual countries. Civil society mapping has mostly been used by Northern CSOs and by official donors to make programming choices, and can be used as well for baseline and assessment purposes (INTRAC, 2008c).

When the main purpose of civil society mapping is to identify potential CSO partners, an inventory approach is often used to produce a list of CSOs active in different geographic areas and sectors, and a description of their activities and capacities. UNDP, for example, has undertaken inventory exercises in collaboration with national-level Civil Society Advisory Committees 46 (UNDP, 2006). Similarly, USAID has developed an NGO Sustainability Index, used primarily to assess the results of their own civil society programming. This index looks at CSO organisational capacity, financial viability, advocacy, service provision, infrastructure, public image and the legal environment (INTRAC, 2008c).

Comprehensive approaches to understanding the civil society landscape would need to cover a range of aspects, including:

- formal and informal linkages between CSOs and international or regional counterparts;
- linkages with government and the private sector;
- the enabling environment, including government attitudes toward civil society;
- the history of civil society; and
- local incarnations of civil society, including informal groupings of individuals or organisations that form in response to specific issues and needs.

One of the principal sources of information on the characteristics and status of civil society in different countries today is the growing body of work under the CIVICUS Civil Society Index project, described in Example 46.

In practice: Understanding the CSO landscape

Example 46. The CIVICUS Civil Society Index*

Since 2003, CIVICUS has developed and piloted a Civil Society Index (CSI) to assess the state of civil society in particular countries in a way that allows for cross-country comparability of findings. The approach uses 74 indicators that measure important aspects of the civil society landscape. These are grouped into four categories: structure, environment, values and impact.

The project aims to enhance and strengthen civil society ownership in identifying and developing strategies for its own development. Work in each case is led by a national co-ordinating organisation which forms a National Index Team with two other partners to help carry out the main tasks of the project, with support from the CIVICUS project team. This Team is encouraged to adapt and modify the toolkit provided to better reflect the local context, with the help of a National Advisory Group composed of stakeholders from civil society, government, the media, academia, donors and the private sector.

This approach has been implemented in over 50 countries and 48 country reports have been published to date. These reports provide stakeholders with a comprehensive and inclusive picture of the civil society landscape, and can be used to identify measures that could be taken to strengthen civil society and enhance CSO effectiveness.

Examples of how the reports are being used include the following:

- In Ghana, the knowledge and the sense of ownership among civil society stakeholders generated by the CSI project helped to motivate the establishment of a Resource Centre that contributes to civil society capacity development in the country.
- In Uganda, through the CSI consultative process, civil society stakeholders mobilised and collectively developed proposals to change government policy on legitimacy, transparency and accountability.
- In Fiji, the CSI initiative contributed to the establishment of the “Social Leadership Training Institute” by bringing civil society stakeholders together to find solutions to address the leadership gap in Fiji’s civil society.
- In Bulgaria, CSI partner organisations and other CSOs lobbied government to implement a 1 percent tax law to secure greater financial sustainability for CSOs.

* Available in the Civil Society and Aid Effectiveness Case Book (2008).

Extracted from: “CIVICUS Civil Society Index”, case study (2008), and communication from Sue Le-Ba, Research Fellow, CIVICUS (2008).

Enabling environment for civil society

Recommendation 12a

Stakeholders should recognise that the creation of an enabling environment for vibrant, democratic and diverse civil society is a basic requirement for CSO effectiveness.

Recommendation 12b

The enabling conditions required for civil society to meet its potential in different countries should be systematically assessed, with a view to implementing improved practices by all stakeholder groups.

Recommendation 12c

Measures should be put in place by all development stakeholders to ensure that CSOs are transparent and accountable first and foremost to their constituencies and stakeholders, while accounting to donors and governments for the use of public funds.

The subject of the enabling environment draws our attention to the state of civil society in specific developing countries, in particular – although in principle one can also speak of the enabling environment in donor countries and internationally. Here, we focus on the state of civil society at the country level.

The enabling environment is multi-dimensional. It includes a number of conditions having to do with the general character of governance in a country, including:

- the vitality of democratic parliamentary systems and resultant opportunities for alliance building between CSOs and Members of Parliament to advance agendas of joint interest;
- the quality of the legal and judicial system, which can provide the assurance and means for just settlement of conflicts;
- freedom of the press, and freedom of expression more generally;
- conditions to ensure the protection and promotion of human rights such as the right to peaceful assembly and association, and the right of access to information; and
- the degree of decentralisation and the extent to which there exist opportunities for dialogue and collaboration between CSOs and decentralised government bodies.

Other aspects of the enabling environment more specific to civil society include the following:

- structures and processes for citizen participation and multi-stakeholder dialogue between and among CSOs, government, elected representatives, donors and the private sector;
- CSO-specific policies and legislation;
- taxation regulations, including charitable status provisions and tax benefits to promote individual or corporate philanthropy; and
- regulations and norms to promote CSO transparency and accountability to their constituencies.

In what follows, we look at a number of illustrations corresponding to these two aspects of the enabling environment (general conditions and aspects specific to civil society).

Legal and judicial systems and human rights

We look first at three examples of general conditions affecting the enabling environment for CSOs:

- an illustration from South Africa, of how an enabling legal and judicial system can be used by CSOs to pursue human rights (Example 47);
- the case of India, which has enacted a *Right to Information Act* (Example 48); and

- the case of Ghana as a country where press freedom is guaranteed in legislation and upheld in practice, with a high incidence of active, independent media bodies (Example 49).

In practice: General conditions affecting the enabling environment for CSOs

Example 47. Court action and human rights in South Africa

In 2002, in South Africa, the legal system was able to process a case of public interest litigation pitting the HIV/Aids Treatment Action Coalition against the Ministry of Health. In a court challenge targeting the government's health policy, the Treatment Action Coalition appealed to rights enshrined in the country's constitution to assert the right to anti-retrovirals for pregnant women. The Coalition's position was that the government was being "unreasonably prohibitive" in limiting anti-retrovirals for the prevention of mother-to-child transmission to only 18 pilot sites. They argued further fault on the government's part in not providing a comprehensive national programme to address mother-to-child transmission of HIV.

The High Court and Constitutional Court found that the government was not complying with its constitutional obligations, and ordered the government to roll out a nation-wide programme. The ruling gave the Coalition the impetus to press for further changes to South Africa's HIV/AIDS policies. Further civil society action was necessary to ensure that the government implemented the Court's orders, but the most recent commitment from the Government of South Africa is to provide treatment to 80 per cent of adults who need it by 2011.

Based on: Ferguson (2008:31) and Gauri and Brinks (2008:x).

Example 48. India's Right to Information Act

The right to information has been an issue for CSOs in India for over two decades, and Indian CSOs have achieved a record of success in accessing public information in addressing citizens' concerns on a case-by-case basis. Based on such successes, CSOs in India pressured the government to apply a more general solution.

The government responded in 2005, by enacting India's Right to Information Act, which gives Indian citizens access to records of central government and state governments. Civil society observers consider that this Act is one of the most significant laws enacted by the Parliament of India, providing a framework for the establishment of an unprecedented level of access to information by citizens of India.

Under the provisions of the Act, any citizen may request information from a public authority, which is required to reply expeditiously within thirty days. The Act also requires every public authority to computerise their records for wide dissemination and to proactively publish certain categories of information in order to minimise the need for citizens to formally request information. Information disclosure in India was hitherto restricted by the Official Secrets Act 1923 and various other special laws, which the new Act now relaxes.

Working to ensure the application of the Act, the Indian CSO, PRIA is working to raise citizens' awareness of the Act and has launched a study of its implementation in 12 states (PRIA 2008b).

Based on: Jenkins and Goetz (1999); PRIA (2008b); Wikipedia (2008). For more information, see the Right to Information Community Portal of India at www.rtiindia.org.

Example 49. Freedom of the press in Ghana

Although systematic media gagging is not uncommon on the African continent, Heads of state have committed their governments to promoting freedom of expression and independence of the communications media through supra-national protocols such as Conference on Security, Stability and Development Co-operation in Africa and the Constitutive Act of the African Union, which expresses determination to promote and protect human rights and to consolidate democratic institutions and culture.

Ghana provides an example of good practice regarding freedom of the press in Africa. The 1992 Ghanaian Constitution guarantees the right to freedom of speech and expression, and includes an entire chapter on the freedoms and independence of the media. An independent National Media Commission was established by Act of Parliament to ensure that the media's constitutional rights are fulfilled.

Ghana's media currently includes a rich and growing diversity of public, private and community media institutions. Out of four television stations, only one is state-owned and controlled. In radio, the Ghana Broadcasting Corporation is owned and run by the state, but is complemented by a proliferation of private media companies, including 125 FM stations nation-wide and eight community radio stations.

Of course, constitutional coverage is not sufficient to ensure a fully free and plural media, and constraints are evident even in the Ghanaian case. Requests for additional frequencies from community radio stations have been met with delays and restrictions; and certain restrictions on the media have emerged over time through acts of Parliament. One such act was the Emergency Powers Act (1994), which allows for government censorship of reporting from areas of the country in crisis. In 2002, another bill was passed that tightens regulations on print and electronic media.

Based on: M'boge and Gbaydee Doe (2004), and Wood and Barnes (2007).

CSO-specific practice, policy, and legislation

When it comes to aspects of the enabling environment that relate specifically to CSOs, the existence of policies, institutions and fora that governments put in place to foster citizen participation in policy making and service delivery is one of the most important. South Africa, featured in Example 50, provides a good general case of an enabling environment in this respect.

A country's framework of policy and legislation on CSOs is considered by many as a double-edged sword. On the one hand, it can help secure basic rights for CSOs to exist and operate and can establish registration, monitoring, and reporting standards and procedures that help to advance CSO transparency and accountability. In the best of scenarios, legislation governing CSOs is developed in partnership with CSOs, and complements CSOs' own regulations and norms for transparency and accountability to their constituencies, donors and governments.

However, a country's CSO framework can also limit the independence of CSOs, in contexts where governments are resistant to CSO actions for fear of being challenged (Mayhew, 2005; Moore, 2006). Instances of this phenomenon are on the rise with the "war on terror" or other considerations providing a rationale for policies and practice that severely restrict CSO activities and existence (Howell, Ishkanian, Obadare, Seckinelgin, Glasius, 2006).

For example, a bill passed in 2008 in Ethiopia restricts INGOs from several activities that are central to civil society's roles, in particular: advancing democratic and human rights;

promotion of equality between peoples, sexes or religions; pursuing conflict resolution and reconciliation; and addressing criminal justice issues. This restriction also applies to local CSOs receiving more than ten per cent of their funding from abroad (BBC, 2009).

Standing in contrast with this are two cases of enabling CSO policies illustrated in the examples below:

- Croatia's National Strategy for the Creation of an Enabling Environment for Civil Society Development (Example 51); and
- the government of India's NGO legislation (Example 52).

We conclude with some consideration of tax regulations more specifically. Tax regulations are a determinant of CSOs' ability to maintain a level of financial sustainability. Three types of tax legislation typically affect CSOs' financial base and their ability to expand it:

- tax exemption for CSOs;
- tax benefits for contributors to CSOs; and
- designation of a percentage of taxes that can be channelled to non-profit organisations in lieu of payment to the State (ICNL, 2003:37).

Example 53 illustrates a case of this third type of legislation, through the one per cent provision in the Hungarian, Polish and Slovakian tax systems.

Numerous publications have been produced on the subject of enabling legislation for CSOs by the International Centre for Not-for-Profit Law (ICNL), its European counterpart (European Centre for Not-for-Profit Law), and the Open Society Institute. Guidelines summarised in recent publications (Council of Europe, 2007 and ICNL, 2004) suggest that enabling CSO legislation should do the following:

- acknowledge CSOs' independence to pursue their own objectives, provided that the means employed are consistent with the requirements of a democratic society (Council of Europe, 2007:2);
- provide for independent and impartial decision-making for granting legal status to CSOs;
- abstain from requiring frequent renewal of CSOs' legal status;
- allow CSOs to solicit and receive funds from different sources, including public bodies in the country of CSO registration, private donors, other CSOs, other public bodies and multilateral agencies, subject only to laws generally applicable to customs, foreign exchange and money laundering and those on the funding of elections and political parties (Council of Europe, 2007:5);
- include allowances and mechanisms to assist CSOs in soliciting and receiving charitable donations, for example exemption from income and other taxes on such contributions and incentives for making charitable donations through income tax deductions or credits (Council of Europe, 2007:6); and
- include exemptions from taxes on CSO income from investments, rent, royalties, economic activities and capital gains.

A recent publication from the World Movement for Democracy and ICNL (WMD/ICNL, 2008) proposes six International Principles Protecting Civil Society, all of which are aligned with international human rights law:

- the right to entry (freedom of association);
- the right to operate free from unwarranted state interference;

- the right to freedom of expression;
- the right to communication and co-operation;
- the right to seek and secure resources; and
- the state's duty to protect.

In practice: Enabling policies and legislation

Example 50. Civil society in South Africa

Civil society participation in public affairs has come to be viewed as the natural way of doing business in South Africa. There are historical reasons for this that are related to the closeness of the African National Congress to CSOs during the apartheid struggle and the absorption of key civil society leaders into the post-apartheid government led by the African National Congress. CSOs operate freely in South Africa, and the government engages with them systematically in policy dialogue and in service delivery.

This close relationship between civil society and the State has been bolstered by constitutional provisions, legislative reforms and support mechanisms designed to promote civil society participation and effectiveness in the country. Elements of this enabling framework include the following:

- constitutional provisions for public participation in the National Assembly, the National Council of Provinces, and the provincial legislature;
- the repeal of repressive legislation and an overall reorganisation of the security environment;
- the passage of the Non-Profit Act, which officially recognises civil society, and provides for supportive mechanisms to advance CSO accountability;
- replacement of a 1978 law that restricted CSOs' fund-raising capability by new legislation to facilitate resource flows to CSOs;
- creation of a national fund to support citizens' participation; and
- an affirmative action programme to increase women's participation in political affairs.

Illustrative of the CSO-government relationship in South Africa is how CSOs and the South African government took advantage of the AG-CS process on civil society and aid effectiveness to deepen their relationship. Contrary to how governments maintained a low profile with CSOs in many other countries, the South African government was actively engaged in national consultations with CSOs in the run up to HLF-3 in Accra.

Post-Accra, it has paid serious attention to the AAA's paragraph 20 on engagement with civil society. The government's Aid Effectiveness Action Plan includes specific reference to civil society, affirming that South Africa will "work with CSOs to provide an enabling environment that maximises their contributions to development, as channels of aid, service providers, advocacy actors and otherwise" and welcoming a proposal from CSOs to engage with government in a CSO-led multistakeholder process to promote CSO development effectiveness.

Extracted from: Government of South Africa National Treasury (2008), M'boge and Gbaydee Doe (2004).

Example 51. Croatia's national strategy to create an enabling environment for civil society*

Croatia provides an example of a conscious effort to improve the enabling environment for civil society. The principal instrument for this is the National Strategy for the Creation of an Enabling Environment for Civil Society Development from 2006 to 2011, adopted by the Croatian Government in July 2006.

Representing a broad consensus on strategic priorities, this strategy seeks to create conditions for community development in which citizens and CSOs participate with other elements of society in building a society of well-being and equal opportunity for all.

Among the strategic priorities identified are the following:

- strengthening the capacities and levels of CSO participation in the development and monitoring of public policies;
- improving mechanisms and standards for multi-stakeholder consultation in policy processes, in line with European Union standards;
- drafting and adopting a Code of Good Practice on Consultation; and
- establishing an Economic and Social Forum.

Planned improvements to the current legal framework include:

- adopting a new law on foundations;
- encouraging institutional, fiscal and social incentives for individual philanthropy and corporate investments in social development partnerships; and
- introducing public benefit status by revisiting tax benefits regulations.

* Available in the Civil Society and Aid Effectiveness Case Book (2008).

Extracted from: "Croatian National Strategy for the Creation of an Enabling Environment for Civil Society Development", case study (2008).

Example 52. India's National Policy on the Voluntary Sector*

In 2007, the Government of India, responded to calls to recognise CSOs as development actors in their own right, and approved a National Policy on the Voluntary Sector. This policy was developed over a three-year period through a participatory process with representatives from various levels of government and civil society. It has provided much-needed legitimacy and voice to the voluntary sector, while ensuring autonomy and independence of voluntary organisations and CSOs.

In order to expand the reach and impact of the policy, state governments have been asked to prepare similar policies, while state and central ministries dealing with the voluntary sector have been requested to take appropriate steps towards the national policy's implementation.

CSOs recognise that while the passing of the legislation is an important milestone in the recognition of their roles, monitoring of implementation is required to ensure its effectiveness. To that end, the Voluntary Action Network of India has organised state consultations of CSOs to disseminate the policy's message and mobilise civil society efforts to impress upon respective state governments the need for similar policies.

Also evident is the need for harmonised legislation on CSOs, more specifically, between the National Policy on the Voluntary Sector and India's Foreign Contributions Regulation Act, which regulates aid flows to CSOs. Government and CSOs have both expressed

concern about the Foreign Contributions Regulation Act and associated reporting requirements and registration criteria. CSOs have mobilised to review the Act, and dialogue is ongoing.

* Available in the Civil Society and Aid Effectiveness Case Book (2008).

Source: Extracted from: “India’s National Policy on the Voluntary Sector”, case study (2008). For a copy of the policy, see www.planningcommission.gov.in/data/ngo/npvol07.pdf.

Example 53. Tax incentives in Eastern Europe: the one per cent law

Several countries in Eastern Europe have introduced legislation to allow taxpayers to channel a portion of their taxes to CSOs in lieu of payment to the State. Such a mechanism was first introduced in Hungary in 1996 through the “one per cent law”, which allowed taxpayers to designate one per cent of their income tax payments to a qualifying NGO, and another one per cent to a church. Taxpayers make the anonymous designation on forms submitted with their tax return, and the tax authority transfers the amounts designated after the beneficiary proves its entitlement. Lithuania, Poland, Slovakia and Romania have since enacted similar legislation.

The one per cent mechanism has a number of advantages, and is seen to achieve the following:

- it allows for de-politicised distribution of state funding to CSOs;
- enables local and small CSOs to access funds by mobilising local support;
- creates competition among CSOs, leading to increased professionalism and improved communication with constituencies; and
- raises awareness among taxpayers about the importance of CSOs.

The one per cent law provides an interesting example of how tax legislation can help provide an enabling environment for civil society. However, one should be aware of its limitations, as there are outstanding questions regarding the degree to which it meets its key objectives of increasing the pool of resources available to local CSOs and developing a philanthropic culture among taxpayers. In particular, the one per cent ceiling on contributions limits available resources from this mechanism, and there is a risk that funds will end up in the hands of those CSOs with the best marketing campaigns. No comprehensive study has been undertaken to assess the mechanism’s influence on the culture of philanthropy.

Extracted from: Hadzi-Miceva (2007).

Good donorship

The AC-CS *Synthesis of Findings and Recommendations* includes four sets of recommendations having to do with donorship issues involving CSOs (Recommendations 13 to 16). These recommendations cover four general topics:

- applying enriched principles of aid effectiveness (Recommendation 13);
- support for civil society strengthening (Recommendation 14);
- the choice and range of civil society support mechanisms (Recommendation 15); and
- donor procedures when providing support through Northern CSOs (Recommendation 16).

We cover each of these recommendations separately in what follows. Although one might expect official donor policy with respect to civil society to cover all four of these topics in an integrated way, we are not aware of any official donor that has a comprehensive policy covering all aspects of its engagement with civil society. A comprehensive donor policy with regard to civil society would include a number of elements, including:

- a general policy statement of recognition;
- a made-to-measure statement of aid effectiveness principles;
- a well-defined approach for promoting the strengthening of civil society;
- an appropriate and balanced menu of funding mechanisms for various categories of CSOs or CSO activities; and
- a well-defined partnership strategy for working with CSOs in the donor country.

A number of donors are seeking to clarify their policy positions with regard to civil society and to make their support more efficient and effective (Pratt and Wright, 2008).

Implementing the enriched aid effectiveness principles

Recommendation 13

Both official donors and CSOs in their capacity as donors, recipients and channels of aid should take measures to implement the enriched aid effectiveness principles identified in the section on enriching the Paris principles, including:

- a) respect for developing country partner ownership and leadership;
- b) alignment with developing country partner priorities and use of local systems;
- c) greater co-ordination and harmonisation of efforts, while respecting diversity and innovation;
- d) managing for results in a dynamic, iterative way; and
- e) enhanced accountability, with emphasis on downward accountability, and mutual accountability in donor-recipient CSO relationships.

Recommendation 13 proposes the application by official donors and CSOs in their capacity as donors, of the enriched aid effectiveness principles covered under Recommendations 4 to 11a. It is an overarching recommendation that overlaps with several others, which we will not attempt to illustrate separately here. Indeed, the good practice examples already provided in this paper and in the *Case Book* include numerous illustrations of CSOs and official donors applying the enriched Paris principles of aid effectiveness. The following table points to some of those examples. All involve CSOs engaged in a donor capacity with support from official donors.

Table 6.1. **Application of enriched principles by CSOs and official donors**

Illustrative case	CSO	Reference	Principles illustrated by the case
World Vision's Fight TB programme in Indonesia	World Vision	Example 24	Local ownership and alignment, co-ordination and harmonisation
Education in Mozambique	CODE	Example 29, <i>Case Book 7</i>	Local ownership and alignment, co-ordination and harmonisation
Rural development, Mozambique	Aga Khan Foundation	Example 31, <i>Case Book 8</i>	Local ownership and alignment, co-ordination and harmonisation
Accountability to beneficiaries in Peru	Care International	Example 45, <i>Case Book 14</i>	Local ownership, accountability
Capacity development in Guyana	CHF	Example 58 and <i>Case Book 24</i>	Local ownership
Funding for CSO participation, Honduras	Consortium of official and CSO donors	Example 64 and <i>Case Book 21</i>	Local ownership and alignment, co-ordination and harmonisation
Foundation for the Philippines Environment	Consortium of official and CSO donors	Example 65 and <i>Case Book 23</i>	Local ownership and alignment, co-ordination and harmonisation
Volunteer Services and capacity development	Uniterra	Example 76 and <i>Case Book 25</i>	Local ownership and alignment, co-ordination and harmonisation, results-based approaches

Support for civil society strengthening

Recommendation 14

Donors should consider the overall strengthening of civil society at the country, regional and international levels as an objective worth supporting in its own right.

AG-CS Recommendation 14 is on donor support for civil society strengthening as a worthy objective in its own right. This recommendation overlaps with Recommendation 6c, which calls for capacity development of CSOs as part of the discussion on local ownership. Attention in this section is focused on more systematic efforts to strengthen civil society as a whole.

The first case we look at in this section is that of an individual donor, Sida, which has developed a relatively comprehensive policy on support to civil society, covering both direct investments in strengthening civil society, and indirect support aimed at fostering a positive enabling environment (Example 54).

Our second case involves multi-donor collaboration in Central and Eastern Europe – the DECIM initiative (Example 55). While DECIM is principally a mechanism for exchanging information and networking, it is of special interest because it is the only effort of its kind that we know of that includes both donors and private foundations and is aimed explicitly at collaboration for strengthening civil society at a regional level.

This is followed by three examples of civil society capacity development at the country level:

- establishment of a CSO Resource Centre in Ghana (Example 56);
- the work of a specialised indigenous NGO in India which includes civil society capacity building as one of its key intervention strategies (Example 57); and
- A CSO capacity development project in Guyana (Example 58).

Highlights from the cases reviewed and from the literature include some general lessons of good practice regarding what makes for effective support for civil society

capacity development (Baser and Morgan, 2008; Hailey and James, 2006; James and Wrigley, 2006; Lipson and Warren, 2006; OECD-DAC, 2006; UNDP, 2006). These suggest that successful strategies for supporting civil society capacity development and change should include the following:

- adoption of a complex systems perspective that situates civil society and CSOs as part of a broader system and takes account of different stakeholder interests;
- a flexible approach that respond to opportunities for catalysing change in a flexible, iterative fashion;
- acknowledging and building on strengths rather than merely addressing weaknesses;
- responding to capacity gaps identified by CSOs themselves, through organisational self-assessments and similar exercises that outsiders can facilitate;
- building on local or regional knowledge and expertise through peer-learning and networking;
- using a coaching and mentoring approach rather than merely training, and catering to the specific needs of different organisations; and
- balancing short-term goals and longer-term capacity development objectives.

A limitation of the literature and of many of the case studies available for present purposes is that most of it refers to capacity development at the level of individual CSOs, as opposed to civil society strengthening writ large. Support for capacity development of individual CSOs needs to be combined with broader efforts such as work on the enabling environment, investments in civil society networks, and support for resource centres such as the Ghana one illustrated in Example . This subject need to be further explored, with due attention to the potential and pitfalls of donor involvement in this area.

In practice: Support for civil society strengthening as an objective in its own right

Example 54. Sida's policy on civil society*

In 2007, Sida adopted a policy to promote the development of a vibrant and democratic civil society that improves the possibilities for poor people to improve their living conditions. The aim of the policy is to provide a consistent, co-ordinated, and over-arching regulatory framework for different forms of Sida support to civil society.

The policy begins by articulating Sida's views on the importance of civil society's roles in development in terms of empowering poor people, promoting democracy, peace and stability, and developing a global arena for dialogue and co-operation. It recognises both formal and informal CSOs, and the dynamic, diverse, multi-faceted character of civil society as an expression of society's values, customs, needs and interests.

Underlying the policy is an appreciation of civil society's diversity, reflecting different perspectives, ideologies and interests. This diversity is seen to provide constructive energy for change, development and poverty reduction.

The policy outlines two different ways of supporting civil society:

- directly, through various types of contributions:
 - ❖ to CSOs as implementing agencies;
 - ❖ to strengthen CSO capacity; or
 - ❖ to organisations and networks, to strengthen civil society as a whole as an arena for citizen engagement; and

- indirectly, by fostering a positive enabling environment and promoting opportunities in developing countries for CSOs to influence the design and implementation of poverty reduction measures.

Sida's support aims to strengthen civil society across the board, without undermining legitimate state and democratic institutions.

Based on: Brundin and Mast (2008); CIS (2007); Sida (2007).

Example 55. The DECIM initiative on civil society development in Central and Eastern Europe

The Donor Exchange, Co-ordination and Information Mechanism (DECIM) was established following a roundtable meeting of donors and CSOs in Bratislava in 2005, which identified a need for greater co-ordination and synergies among those working on civil society development in Central and Eastern Europe. Building on the impetus of this meeting, the World Bank and European Commission teamed up to formulate the concept of a light mechanism for co-ordination among public and private donors working on the civil society theme in the Former Soviet Union, Balkans, Turkey and New Member States.

Annual roundtable meetings on themes related to civil society development have taken place since 2005, on subjects such as the role of social enterprises and social inclusion, CSOs and advocacy, enabling legislation, and CSO financial sustainability. DECIM also promotes information sharing via an extranet web portal where registrants share information on donor policies and procedures, civil society indexes and databases, or topical subjects such as NGO legislation, human rights, or capacity development. The web portal is accessible to CSOs as well as donors.

DECIM has four objectives:

- to share information on the operational programmes of DECIM participants;
- to facilitate the identification of synergies and joint initiatives at the country and sub-regional level;
- to engage participants in policy discussion of civil society development in Central and Eastern Europe; and
- to facilitate joint initiatives to accelerate civil society development where opportunities arise.

Extracted from: DECIM (2008) and Pakulski and Wood (2008).

Example 56. The civil society Resource Centre in Ghana

In Ghana, the knowledge and sense of ownership by civil society stakeholders generated by the CIVICUS Civil Society Index project fed into a process of dialogue with UNDP that ultimately led to the establishment of a UNDP-funded Civil Society Resource Centre as a mechanism for capacity development of individual CSOs and of the civil society sector as a whole.

Investment in the Centre was preceded by a needs assessment and nationwide consultations with CSOs. Special efforts were made to reach out to rural-based grassroots CSOs to create a bridge between these organisations and urban-based CSOs, which bring different sorts of expertise to the table.

The Resource Centre responds to CSOs' needs by providing resource materials, access to computers with Internet connections, and spaces for training and conferences. It offers training services, facilitates co-ordinated research on civil society issues, and provides a platform for co-ordination and collaboration among CSOs, including for the development of a common approach to codes of ethics and quality standards.

A Steering Committee of CSO representatives was established, and strategic partnerships were established with NGO regional networks and Ghana's main umbrella NGO organisation, which are in a position to advise the Centre in areas such as the selection of trainees and resource persons, and evaluation of the Centre's activities.

Extracted from: "CIVICUS Civil Society Index", Case Study (2008), CIVICUS (2007).

Example 57. PRIA and civil society building in India

The work of the Society for Participatory Research in Asia (PRIA), an Indian NGO founded in 1952, is a good example of an endogenous NGO dedicated to civil society strengthening. PRIA has been one of the pioneering organisations to promote practices, innovations and discourse on civil society strengthening for the last 25 years in local, provincial, national and international arenas. Its interventions to mobilise and strengthen civil society in India date back to the early 80s. PRIA's vision is of a world where informed, empowered citizens are actively engaged as democratic actors.

One of its flagship programmes, popularly known as Training of Trainers on Participatory Training Methodology, proved to be a learning ground for many of today's civil society leaders. It provided an opportunity to prepare hundreds of social activists who became part of the emerging voluntary sector in India and strengthened the capacities of intermediary CSOs to develop strategies and methodologies for supporting the emergence of grassroots community groups around local development issues.

PRIA initiatives promote continuous and systematic organisational learning and reflection as the basis upon which new capacity building occurs. PRIA employs a wide variety of methods to enhance and strengthen capacity at the individual, institutional and sectoral levels, and seeks to play a leadership role in promoting innovative capacity building approaches and methods.

Extracted from: PRIA (2008).

Example 58. CSO capacity development in Guyana*

Many NGOs in Guyana are still in their start-up or emergent phases. Although their potential impact on poverty is high because they are able to work so effectively at the community level, these organisations require intensive capacity building, hands-on support and opportunities to learn from experience as they mature.

CIDA has been providing support for strengthening CSOs in Guyana since 1997, through its support of a programme managed by CHF Partners in Rural Development, a Canadian NGO specialised in partnerships to strengthen the capacity of community organisations. Phase II is a USD 5 million programme running from 2003-08.

Twenty-one CSOs have benefited from this initiative, and are now preferred targets for other donors interested in funding community poverty reduction programmes with reputable, transparent CSOs. The project has targeted voluntary sector organisations in the rural and hinterland areas who could play a collaborative and complementary role in collaboration with the Government of Guyana and other stakeholders in the implementation of the Guyana poverty reduction strategy.

CHF's model is to build capacity by partnering with community-based organisations and supporting them to design, implement and monitor projects in collaboration with their communities.

* Available in the Civil Society and Aid Effectiveness Case Book (2008).

Extracted from: "Building Community Capacity: Key to Enhancing Southern Incipient CSO Performance in Delivering Effective Aid", Case Study (2008).

The choice and range of civil society support mechanisms

Recommendation 15

Donors, including Northern and International CSOs should identify and implement a range of better co-ordinated and harmonised support mechanisms including core or programme support, capacity development, a long-term perspective, responsive funding mechanisms of various sorts, and the harmonisation of contracting, funding and reporting modalities.

AG-CS Recommendation 15 calls for a range of support mechanisms for CSOs and better co-ordinated and harmonised support mechanisms. There is some overlap between this recommendation and Recommendation 16, which focuses on donor support through Northern CSOs specifically. This section will be used to illustrate two things: examples of the range of support mechanisms used by some donors; and illustrations of innovative approaches to donor support at country level.

Most donors have adapted to the diversity of CSO actors and situations – and indeed the diversity of their own priorities as donors – by adopting a wide range of civil society support mechanisms. Existing analysis suggests that this is an appropriate response, as it provides more choice for CSOs and for donors seeking to support them, and provides opportunities for donors to experiment with different funding mechanisms (FES, no date, in Bissio, 2007; Nordic+, 2007; Sida, 2007; Tjønnealand and Dube, 2007; Wood, 2004).

Attention to diversity is particularly important today, because emerging evidence suggests increasing concentration of aid resources in a smaller number of CSOs and increased restrictions on sectors of interventions and types of activities (Pratt, Adams and Warren, 2006; Tjønnealand and Dube, 2007). Several authors have called for an appropriate balance to be established between mechanisms that are responsive to CSOs' priorities and approaches and those that steer CSOs into areas of donor interest (Agg, 2006; Pratt, Adams and Warren, 2006; Ugglå, 2004).

In the illustrations that follow, we include two examples of how Sida and Norway manage their funding relationships with CSOs through a diversity of mechanisms, both in headquarters and in the field (Examples 59 and 60). As is typical of most donors, Sida and Norway both have special mechanisms for channelling funds to and through domestic and international CSOs, combined with mechanisms for supporting civil society in the field as part of regular country programming.

Donor support for civil society at field level includes both direct support for Southern CSOs and support that is channelled through Northern CSOs. It covers a range of mechanisms and modalities, including project support, core support, programme support for individual CSOs, support for networks and coalitions of CSOs, and financial contributions to jointly-funded grant-making mechanisms (Disch *et al.*, 2007:20-23).

These different forms of support have been the subject of a number of studies in recent years. One of the most interesting has been a study commissioned by donors at the request of CSOs to provide guidance on donor support to CSOs focused on advocacy and policy work in Tanzania. Results of this study included the production of *Guidelines for Support to Civil Society in Tanzania*, as described in Example 61, below (Ingelstam and Karlstedt, 2007).

Other studies of this sort have included the following:

- a review of multi-donor support to civil society conducted for DFID (Tembo and Wells, 2007);
- a study of trends and impacts of financial flows to civil society in Southern Africa (Tjonneland and Dube, 2007); and
- a study conducted for a Nordic+ group of donors led by Norway on country-based models of donor support in six countries (Bangladesh, Ethiopia, Guatemala, Tanzania, Zambia and Zimbabwe) (Disch et al., 2007; Nordic+, 2007).

Among the key findings and recommendations emerging from these studies and others cited below are the following:

- the need to articulate clear development goals for civil society support, distinguishing between support for building a strong and diverse civil society and support channeled to and through CSOs as a means of achieving other development goals (Nordic+, 2007);
- the applicability of international aid effectiveness principles such as: local ownership; alignment to the systems, procedures and priorities of host-country CSOs; donor co-ordination and harmonisation; greater attention to development outcomes; and accountability to CSO constituencies as well as donors (Ingelstam and Karlstedt, 2007: principles 1 and 7; Disch et al., 2007: recommendations 2, 3 and 8; Kassam and Mutakyahwa, 2006:20-22);
- the need for clarity on how to support civil society as a force for democracy and social transformation (Ingelstam and Karlstedt, 2007: principle 2; Disch et al., 2007: recommendation 4);
- the desirability of protecting and promoting civil society diversity, sustainability, and innovation, by reaching out to a wide range of civil society actors (different categories of NGOs, community-based CSOs, membership-based organisations, and other CSOs), through a diversity of support mechanisms (Ingelstam and Karlstedt, 2007: principles 2 and 10; Tjonneland and Dube, 2007; Wood, 2004; DFID, 2006; MFA Norway, 2006; O'Neil, Foresti and Hudson, 2007);
- the need to combine support for specific development actions with support for CSO institutional development and growth (Ingelstam and Karlstedt, 2007: principle 9; Nordic+, 2007);
- the advantages and desirability of long-term core funding for domestic CSOs, umbrella organisations and networks, and funding that is responsive to their priorities and approaches (Ingelstam and Karlstedt, 2007: principle 7); and
- the importance of establishing strategic partnerships with CSOs considered to be strategic agents of change (Ingelstam and Karlstedt, 2007: principle 5; Kassam and Mutakyahwa, 2006:21-22).

The recent Nordic+ study points to three broad trends in country-based support to civil society in the South as donors strive to increase the effectiveness and efficiency of their support (Nordic+, 2007:2-3):

- increased use of core support or programme support as opposed to project support;
- increased use of intermediary bodies as channels for aid; and
- increased recourse to joint funding modalities.

These trends are interrelated, because core or programme support or funding through intermediary bodies often involves the use of pooled funding mechanisms.

The case of the Organisation of Rural Associations for Progress (ORAP), in Example 62, illustrates how core and programme funding can enable the recipient organisation to pursue its own self-defined mandate. A second, well-known case of this sort is that of BRAC in Bangladesh, which secures most of its outside support in the form of pooled, programme-based funding (AG-CS Case Book).

We also review three cases involving support for pooled grant-making mechanisms:

- the Manusher Jonno Foundation in Bangladesh (Example 63);
- the PRSP Fund in Honduras (Example 64); and
- the Foundation for the Philippines Environment (Example 65).

The Bangladesh and Honduras cases are featured here because of the interesting way they combine project funding and capacity development objectives. Of interest as well, in the Honduras case, is the involvement of INGOs both as contributing donors and members of the steering committee.

The Foundation for the Philippines Environment example that follows is a mechanism through which long-term funding has been made available due to an endowment established by USAID and the World Wildlife Federation, using an institutional mechanism to guarantee local ownership of the initiative.

The provision of pooled support through intermediary grant-making organisations of this sort offers a number of advantages. It allows donors to take a more comprehensive and strategic view, allows funding to be ramped up, and provides a formula for managing donor transactions costs at a time when operational expenses are being squeezed (Disch *et al.*, 2007). However, such mechanisms require considerable attention at the design stage. The design of sound governance mechanisms and the choice of appropriate intermediaries are both fundamental to the long-term success, legitimacy and sustainability of such arrangements.

Some studies of pooled grant-making mechanisms suggest certain features that merit close attention as such mechanisms are further developed. These include:

- adequate consultations with stakeholders when creating such mechanisms, to promote buy-in and credibility (Wamugo and Skadkaer Pedersen, 2007);
- ensuring that procedural arrangements and processes are not excessively burdensome and complicated (Eurodad, 2008; Hayes, 2008);
- avoiding the tendency to think of the grant-making organisation as representing the voice of CSOs in policy dialogue with donors or with government (Eurodad, 2008; Hayes, 2008);
- ensuring that new mechanisms do not replace other support mechanisms, potentially leaving those CSOs whose priorities or performance standards do not meet a particular fund's requirements "out in the cold" (ActionAid/CARE, 2006, p. 43); and
- paying adequate attention to development outcomes and strategies for achieving them (Kassam and Mutakyahwa, 2007).

In practice: Civil society support mechanisms

Example 59. Civil society support mechanisms in Sida

Approximately 17 per cent of Sweden's total ODA was channelled to and through CSOs in 2007. About a quarter of this was allocated through five to six year framework agreements with Swedish NGOs, some of whom go on to administer grants to smaller organisations, in addition to implementing their own programmes. Sida had 14 such agreements in 2007.

Sida provides additional support to Swedish, international, national, or local CSOs through other funding envelopes, including those of its thematic or regional desks at Sida headquarters, the Division for Humanitarian Assistance, and Swedish embassies in co-operation countries. Most of these contributions are approved under the framework of Sweden's country and regional co-operation strategies and are therefore subject to greater donor control than support provided under the framework agreements. However there is no presumption that all bilateral aid must be narrowly aligned with government programmes in developing countries, since the complementarity of CSO and government roles is recognised.

Sida also runs a Civil Society Center for Swedish CSOs and their developing and transition country partners that provides training and meeting spaces for work on civil society and development. Sida manages a database of its support to Swedish NGOs through which members of the public can obtain information about these organisations' initiatives (www.sida.se/ngodatabase).

Based on: Brundin and Mast (2008); Gunnarsson (2006); Pratt, Adams And Warren (2006); Sida (2007); Wamugo and Skadkaer Pedersen (2007).

Example 60. Civil society support mechanisms in Norway

Norway's current support to Norwegian, international and developing country NGOs is being delivered through a complex system involving the Ministry of Foreign Affairs and the Norwegian Agency for Development Co-operation (Norad). The Ministry and Norad each manage about 50 per cent of the budget for NGO funding, which accounted for approximately 20 per cent of Norway's total ODA in 2007.

The Ministry of Foreign Affairs supports NGOs in the field of humanitarian work, peace building and reconciliation, and provides transitional assistance to bridge the gap between humanitarian and long-term development aid. This support is channelled mainly through Norwegian NGOs, who may directly implement projects and programmes or work in partnership with CSOs in other countries.

Norad is responsible for Norway's NGO support scheme for long-term development work. Defining elements of Norad's approach are the application of partnership principles and a rights-based approach. The application of partnership principles means that although most of the funding flows first to Norwegian CSOs, activities being funded are planned and implemented by local counterparts, with Norwegian partners playing support roles.

Norad's scheme of support to Norwegian CSOs includes both multi-year framework agreements and individual agreements for smaller NGOs. Around 100 Norwegian NGOs receive support. Most resources are provided as core funding to around 30 Norwegian NGOs under multi-year frameworks of 3-5 years in duration. There are smaller grant schemes for Norwegian CSOs and there is a budget for NGOs working on information and development education in Norway. A small fund is set aside for projects by very small organisations without previous aid experience. Norad also supports around 30 INGOs and networks, with preference for those with headquarters in the South.

Additional funding is sourced from Norway's ODA allocations for regional and bilateral programming. This allows Norwegian embassies to provide direct support to CSOs in partner countries, or to partner with Norwegian NGOs in support of country programmes. Information provided by: Evensmo and Gedde-Dahl (2008).

Example 61. Guidelines for civil society support in Tanzania*

Tanzania is a forerunner in implementing aid effectiveness principles; but in 2006, donor support to civil society seemed to be waning compared to government support, and available funding was seen to be unduly short-sighted, unpredictable, and unfocused. There was also a lack of transparency and information on strategies and funding modes. In 2006, a number of CSOs invited donors to establish a set of guidelines to encourage a more co-ordinated approach to donor support for civil society, and increased transparency.

The main result of this initiative to date has been the elaboration and endorsement of Guidelines for Support to Civil Society (Ingelstam and Karlstedt, 2007). The Guidelines include specific commitments to make increased use of core funding and to adopt a longer-term perspective. They also encourage greater co-ordination of efforts, while remaining sensitive to the diversity of CSOs and the wide range of development roles that they play. One of the Guideline's twelve principles is thus to encourage diversity and transparency of funding strategies. Another calls for support modalities that encourage innovation, results and learning. Also noteworthy is the principle of mainstreaming civil society support in all programmes, through donor support to CSOs in the same sectors as they are supporting governments, and by integrating the theme of civil society issues into the broader donor-donor and donor-government dialogue.

A second result of the initiative has been the establishment of a public database of support to civil society. This is a Web-based instrument for tracking participating donors' funding to civil society that includes such information as size of budget, geographic coverage and sector of operation (www.civilsocietysupport.net). The database contains a considerable amount of information on donor support to CSOs in Tanzania, although it would benefit from additional information on donor support to and through Northern CSOs in the country.

*Available in the Civil Society and Aid Effectiveness Case Book (2008).

Based on: Touchette (2008) and Ingelstam and Karlstedt (2007).

Example 62. Programme-based support for ORAP in Zimbabwe

When the concept of Programme-Based Approaches (PBAs) was coined by the Learning Network on Programme-Based Approaches, in 2002, the idea was that PBA modalities could apply just as well to CSO programming as to government programming. It was pointed out that large, programme-based NGOs, such as BRAC and Proshika in Bangladesh, were already being supported in this way. In Africa, the case of the Organisation of Rural Associations for Progress (ORAP) in Zimbabwe was put forward as a similar case. ORAP was a forerunner in demanding a different form of support from the donor community.

ORAP's strategy for engaging with Northern CSOs and official donors went through three phases in the 1980s and 1990s. In the first phase, from 1980-90, individual supporters provided assistance for individual projects and programmes with different members associations in ORAP. This led to inequities and came with high transactions costs.

A self-evaluation exercise carried out in 1989 revealed dissatisfaction about the imbalance of time spent on the actual work on the ground and that spent managing partner relationships.

This led ORAP to adopt a new approach. In 1990, ORAP called all its funders to a meeting to develop a memorandum of understanding defining mutual obligations and expectations. Seven Northern organisations, including official donors and Northern CSOs, agreed to pool their funds to support ORAP in a more comprehensive way. Each agency signed a separate memorandum of agreement with ORAP, but they accepted a single reporting mechanism for all that would not distinguish how the funds of individual donors were being used.

This approach would be complemented over the years with specific capacity development initiatives with GTZ and JICA, and a third phase began in 1998, in which ORAP retained the PBA approach, but allowed donors to earmark their funds for different programmes. Over time, ORAP developed a strong relationship with its supporters that allowed even sensitive issues to be discussed openly in a spirit of mutual trust.

Based on: Nkomo (2002).

Example 63. The Manusher Jonno Foundation in Bangladesh

Bangladesh's Manusher Jonno Foundation started out in 2002 as a DFID-funded mechanism to support work on human rights and governance in Bangladesh. The fund was managed by a consortium led by CARE, which also included Deloitte and Touche and the Bangladesh Legal Aid and Services Trust.

In 2006, the Foundation became an independent, locally-led institution, and in 2007, it began to access funds from additional donors (Netherlands, Sweden, and Norway). The Foundation combines two roles: a traditional funding role and a role as an NGO engaged in strengthening and mobilising civil society toward specific development ends.

The Foundation aims to empower poor women, men and children to achieve their civil, political, economic and social rights and to improve their security and well-being, by working through NGO partners, through which it channels funding as an intermediary funding organisation. It facilitates networking and advocacy, monitors the human rights and governance situation in the country, and publishes information for public use.

Based on: Scanteam and ODI (2007); Tembo and Wells (2007); Wiseman (2007).

Example 64. The PRSP Fund in Honduras*

The Agencias de Co-operación PRSP Fund in Honduras is a multi-donor initiative dedicated to strengthening the participation of civil society in pro-poor policy making in the context of Honduras' PRSP. The fund has 13 donors, including both official donors and INGOs.

A priority for the Fund is to promote the engagement in policy dialogue of the poorest people and marginalised groups, who have been excluded until now because of their lack of capacity, geographic isolation, or vulnerability. These include women, children, young people, ethnic groups and the disabled. Given that over 70 per cent of the poor live in rural areas, there is a strong rural focus.

Encouragement is provided for civil society groups to develop alliances and share experiences, and efforts are made to promote policy dialogue between civil society and government at the local, municipal, regional and national levels.

This initiative has been successful in a number of ways:

- Donors have demonstrated their interest in funding civil society once appropriate mechanisms are in place.
- Excluded groups have seized upon the opportunities presented by the new arrangements, demonstrating an interest and commitment to becoming involved in political processes.
- Local funding mechanisms have been designed to encourage alliance building and promote solidarity among CSOs, thus strengthening the capacity of civil society to intervene in policy discussions.

- The Fund is an interesting example of co-operation between Northern and Southern CSOs that seeks to promote local ownership, based on an operational structure that explicitly and actively involves a power sharing arrangement between INGOs and representatives of Honduran civil society in the joint management of the Fund.

* Available in the Civil Society and Aid Effectiveness Case Book (2008).

Extracted from: “ACI-PRSP multi-donor fund for strengthening participation of Honduran civil society in the national poverty reduction strategy”, case study (2008).

Example 65. Foundation for the Philippines environment*

In the late 1980s, the Philippines experienced a marked increase in inflows of ODA funds and opportunities arose to develop new grant mechanisms managed by Philippine NGOs. The Foundation for the Philippine Environment, founded in 1992, was one of these new grant mechanisms. It was created using a “debt for nature” swap mechanism, in which the World Wildlife Federation and USAID bought back debt amounting to USD 21 million that was then used to fund an endowment for the Foundation.

The Foundation for the Philippine Environment is the largest grant-making institution outside of the government for environmental and sustainable development in the Philippines. Its mission is to be a catalyst for biodiversity conservation and sustainable community development in environmentally critical areas. The Foundation initiates, assists, and funds biological conservation and sustainable development activities, combining grant-making with capacity development to strengthen the capacities of NGOs, peoples’ organisations, and local communities pursuing biodiversity conservation and sustainable development.

The Foundation is broadly represented by civil society groups and government, with a board of trustees acting as its sole policy-making body. It is composed of eleven members – six regional representatives, four members “at large” elected on the basis of their national reputation, and a representative of the World Wildlife Federation. A government representative from the Department of Finance also sits on the board, in an *ex-officio* capacity.

* Available in the Civil Society and Aid Effectiveness Case Book (2008).

Source: Extracted from: “Foundation for the Philippine Environment: A Locally-Owned Funding Mechanism for CSOs”, case study (2008).

Donor procedures in support of Northern CSOs

Recommendation 16

To the extent that official donors channel funds through Northern CSOs, donor procedures and regulations should be put in place that enable these CSOs to take on their responsibilities for implementing the enriched aid effectiveness agenda and recommendations proposed in the AG-CS synthesis.

AG-CS Recommendation 16 calls for donor procedures and regulations relating to the support that they channel through Northern CSOs that are well adapted to CSO aid effectiveness. As the corresponding section of the AG-CS Synthesis suggests, this subject raises a number of complex issues. These will require considerable additional work, and could be a subject of discussion at the next High Level Forum on Aid Effectiveness in 2011.

The topic is an important one, because the bulk of donors’ civil society funding goes to their domestic and international CSOs (Centre for International Studies, 2007; Pratt, Adams

and Warren, 2006). By way of example, the Canadian share of total support to and through CSOs was between 70-80 per cent in 2007-08, the rest going to international or developing country CSOs (estimated from CIDA vendor data). For the US, the corresponding figure was over 95 per cent in 2004 (Centre for International Studies, 2007).

Yet donor requirements and conditions often restrict how Northern and Southern CSOs relate to each other, through restrictions on the sorts of activities that may be supported, limitations on flexible forms of support such as core or programme funding, and arduous monitoring, reporting, and evaluation requirements that overwhelm the autonomous programming capabilities of Southern CSOs. Such restrictions can make it difficult for Northern CSOs to respect the priorities and management systems of their Southern counterparts or to promote their institutional development and sustainability (Tomlinson, 2006; Wallace and Chapman, 2004).

The cases below provide four examples of donor policies, mechanisms and procedures that can contribute to promoting Northern CSO aid effectiveness.

Example 66 refers to DFID's Partnership Programme Arrangements, which provide long-term support to UK and non-UK organisations, typically for six years. As noted in the example, DFID's partners have welcomed the flexibility with which these arrangements are managed.

Some of the efforts that Norway is making to strengthen programming with its Norwegian CSO partners are seen in Example 67. As the example indicates, efforts are being made to enhance local ownership and alignment with local partner priorities by requiring Norwegian CSOs to demonstrate their knowledge of the local environment, the linkages that have established with local partners, and the efforts that they are making to align with local partner priorities. Approaches involving greater co-ordination by Northern CSOs working in alliance with each other will likewise be encouraged.

Examples 68 and 69 draw largely on the Canadian experience. Example 68 looks at the relationship that has developed between CIDA and Canada's Volunteer Co-operation Agencies as an example of how Northern CSOs and a donor agency can work together to encourage greater concentration of efforts and the adoption of a more programmatic approach to development co-operation.

Example 69 addresses the issue of results reporting and accountability, which is flagged in the *Synthesis of Findings and Recommendations* as an area of donor-CSO interaction that requires attention. As Example 69 indicates, there continues to be a tension between "managing for results" and "managing for accountability". CSOs are finding pockets of receptivity to methods that are better adapted to the needs of CSOs and their beneficiaries, but these openings seem to be idiosyncratic and have not been institutionalised.

Example 70 concludes by looking at the European Commission's (EC) funding relationship with recipient CSOs, based on a review of EC procedures and interviews with staff of European CSOs in Africa. The authors conclude that the competitive-contractual nature of the current EC approach does not provide an optimal set of incentives for CSOs, who are obliged to concentrate their efforts on financial management and reporting, at the expense of efforts to maximise programme quality, impact and relevance. They call for three types of measures:

- an alternative partnership model in which the degree of flexibility accorded to CSO partners would increase over time, as CSOs demonstrate their competency and reliability;
- increased emphasis on "strategic" accountability; and
- a collaborative approach based on trust and ongoing dialogue.

In practice: Promoting Northern CSO aid effectiveness

Example 66. DFID's Partnership Programme Arrangements*

One of the main CSO-support mechanisms used by DFID is the Partnership Programme Arrangements (PPAs), introduced in 2000 to provide unrestricted funding to CSOs with which DFID has a significant working relationship, a common ethos and vision, and matching priorities. PPAs typically run for six years. Currently, DFID has 26 PPAs running with UK and non-UK organisations.

Entry to the PPA scheme is based on a range of criteria, including:

- sufficient consistency between CSO and DFID priorities;
- high standards of corporate governance; and
- extensive reach in poor countries or in the UK for building public support for development.

The opportunity of accessing long-term unrestricted funding has been welcomed by PPA partners, as it allows them to focus on strategic and substantive issues instead of constantly chasing funds. PPA funding allows recipient organisations to take a more holistic approach to poverty reduction, and provides opportunities to increase developmental impacts on the ground. It allows them to do research, take calculated risks and fund small community-based organisations to develop their own capacity and voice. It can be used for a wide range of activities including for strengthening an organisation's own capacity and for learning and adaptation programmes.

PPAs are considered true partnerships between DFID and CSOs, and are accompanied by constructive policy dialogue, an exchange of ideas and sharing of information.

* Available in the Civil Society and Aid Effectiveness Case Book (2008).

Extracted from: "Partnership Programme Arrangements – Department for International Development UK", case study (2008) and DFID (2006).

Example 67. Rationalisation of CSO support modalities in Norway

Norway is currently working to rationalise the modalities it uses for channelling funds to Norwegian CSOs. An aspect of this is to provide increased emphasis on local ownership, by encouraging national social forces to take the lead in setting the action agenda for strengthening civil society, with support from international partners.

Key elements will include better country analysis and greater emphasis on how CSOs can be more effective as change agents. The rights-based approach will remain fundamental, but demands on Norwegian CSO partners will increase in terms of the knowledge that they bring to bear on poverty-reduction strategies, their links to vulnerable groups and grassroots-oriented social movements, and the sustainability of their contributions to development.

Meanwhile, NGOs are being encouraged to form umbrella organisations, harmonise and align their initiatives with Norwegian and developing country partner priorities, and reduce the number of countries in which they work.

Information provided by: Evensmo and Gedde-Dahl (2008).

Example 68. Canada's experience with volunteer co-operation agencies

CIDA's Canadian Partnerships Branch provides support for a number of programmes aimed at encouraging the active participation of Canadian citizens in development activities. In recent years, both CIDA and the Canadian organisations that it supports have

been making efforts to ensure more coherent programming and inter-organisational co-operation. The case of Canadian's Volunteer Co-operation Agencies (VCAs) provides an example of this.

Canada currently has nine VCAs, support for which is managed through CIDA's Volunteer Co-operation Programme. Canada's VCAs have recognised their common interest in greater co-operation, and their initial efforts at working together encouraged them to renegotiate their relationship with CIDA. This resulted in the creation of one coherent programme instead of nine unrelated programmes. Together, CIDA and the VCAs crafted a Framework of Principles setting out the shared goals and development commitments of the partners in the programme.

This spirit of collaboration created space for greater innovation and synergy among the agencies. For instance, WUSC and CECI merged the volunteer co-operation part of their work into a joint programme called Uniterra (Example 76), and rationalised programming by concentrating resources in fewer countries and sectors. CUSO and VSO have gone further by fully merging their respective organisations. When preparing new programme submissions for CIDA funding for 2009-14, the VCAs identified countries where two or more VCAs were planning interventions in the same sector in order to co-ordinate and ensure synergy and complementarity.

This inter-VCA collaboration has transformed the relationship with CIDA, as a result of which a more authentic dialogue between CIDA and the VCAs has emerged. There are now regular quarterly meetings between the CIDA team and the Executive Directors of the VCAs; the VCAs have greater input into reporting modes and formats; and there is increased transparency and equality of treatment in CIDA's dealings with VCAs. CIDA has demonstrated a willingness to address administrative issues and to engage in policy dialogue on key development issues. Within the international development sector in Canada, this evolving CIDA-VCA partnership is viewed as a model of government-civil society co-operation that is worthy of emulation.

Extracted and slightly updated from: Turcot and McLaren (2008).

Example 69. The experience of Northern CSOs with donor approaches to results-based management

In a multi-stakeholder review of CIDA's experience with RBM in 2002, CSOs and other recipients of CIDA support expressed a generally favourable view of RBM as a way of promoting a more rigorous approach to the pursuit of results at the outcome and impact level. They also saw it as a useful tool for promoting dialogue with CSO partners and beneficiaries in the South.

However, they found that CIDA was experiencing tensions between "managing for results", and "managing for accountability" (using performance information to promote learning and improve decision-making in the pursuit of better results vs. demonstrating results to managers and stakeholders). The study identified a number of issues requiring increased attention. These included: excessive use of RBM as a compliance mechanism rather than as a dynamic, learning-based management approach; the need for a change of mindset; and the need to institutionalise appropriate guidance and incentives to use RBM as a strategic management tool (CIDA, 2002a:ii-iii).

CSO experience with RBM in CIDA appears to be quite typical of their relations with other donors. At a series of workshops organised by CSOs with their developing country partners in 2005, participants shared their experiences with donors in terms of their receptivity to the inclusion of participatory or qualitative tools such as community maps, stories, and focus groups. Workshop participants identified several donors, including UNICEF, UNDP

and the United Nations Population Fund whose standardised reporting frameworks left limited room for this type of results monitoring and evaluation. Workshop participants noted that many donors were open to the inclusion of stories of change in reports as a complement to quantitative indicators, provided that quantitative indicators were also provided. Participants concluded that the approach to RBM adopted by donor representatives seems to be considerably person-dependent or desk-dependent.

Based on: CIDA (2002a and b) CPAR, CIH, IDI, WVC (2005), Postma (2009).

Example 70. Contractual relationships between donors and CSOs – Impact on effectiveness

Researchers from Engineers Without Borders working in partnership with CSOs working in Africa conducted a study of contractual, reporting, and evaluation mechanisms of the European Commission and considered the effect of these mechanisms on CSO incentives. The authors describe a funding model in which the EC sees its relationship with CSOs as one based on a contractually-defined accountability relationship, and a competitive model of resource allocation.

They describe several features of the EC relationship model with CSOs that lead recipient NGOs to focus their energies on financial management and activity-based reporting. According to the authors, some NGO managers invest up to 30-50 per cent of their time on reporting. Such activities, which are focused on EC and other donor's formal accountability requirements, are inevitably to the detriment of programme quality and of what they call "strategic accountability" focused on outcomes, impact and strategic relevance.

The study concludes by suggesting the need to revisit the "contractual" emphasis of the EC-NGO relationship. The authors recommend instead a relationship based on three underlying principles:

- an alternative partnership model in which the degree of flexibility accorded to CSO partners would increase over time, as CSOs demonstrate their competency and reliability;
- a proper balance between contractual accountability and strategic accountability; and
- partnerships based on trust and a true spirit of dialogue, in the pursuit of shared objectives.

Based on: "Étude des relations de partenariat entre la Commission européenne et les OSC internationales en Afrique", case study (2009).

CSO partnerships

CSOs are often more effective when they combine forces in CSO-CSO partnerships of various sorts. The AG-CS makes two recommendations in this regard, the first one directed to donors, the second to CSOs themselves. We deal with these in two separate sections, below.

Donor support for CSO co-ordination

Recommendation 17a

CSOs should be supported in their efforts to co-ordinate their efforts through umbrella organisations, working groups, networks or coalitions.

Recommendation 17a is specifically about donor funding for CSO co-ordination efforts. We were unable to determine whether support for CSO co-ordination tends to be relatively deficient or relatively abundant compared to other forms of CSO activity, as we were unable to find any systematic evidence of this one way or another. However, the fact that CSO co-ordination appears to be increasing, as evidenced by the growth of national umbrella organisations, regional bodies and international initiatives, suggests that funding may be increasingly available for these types of initiatives. The examples below are of CSO partnerships that we know to be funded at least in part by donors.

A first example worth mentioning is how CSOs successfully mobilised themselves nationally, regionally, and globally to participate in the process leading up to HLF-3 and in HLF-3 itself. CSOs' ability to organise themselves in this way, and to do so in a way that was broadly representative of CSOs all over the world, is a reflection of the increasingly sophisticated umbrella and network mechanisms that CSOs have established to better co-ordinate their efforts. CSO participation took two overlapping forms: an independent CSO track, organised under the CSOs' International Steering Group and a multi-stakeholder track, under the AG-CS process. A dozen official donors contributed to these processes, in support of consultations at the national, regional and international levels and other activities.

Donor support for CSO partnerships can take different forms, depending on the character of the partnerships being supported. For instance, partnerships taking the form of umbrella organisations are often CSOs with legal status in their own right that can be funded like any other CSO. A similar case is that of networks that are relatively well established, which may not have legal status of their own, but are based in a CSO through which funding can be channelled. In other cases, such as for more informal or *ad hoc* networking activities, donor support may be indirect in nature, with participating CSOs drawing on core support or related project and programme budgets to support their participation.

We have already seen several examples of CSO umbrellas or coalitions in previous sections of this paper, most of which involve co-ordination for policy dialogue. These include:

- the Jubilee 2000 coalition (Example 18);
- the Global Campaign Against Poverty (Example 5); and
- the CSO coalition for basic education in Burkina Faso (Example 22).

Four additional examples are provided below:

- the Canadian Coalition for Youth and HIV/AIDS, featuring an example of the sort of support that donors can provide to encourage and support collaborative CSO initiatives to increase the reach and impact of CSO programmes (Example 71);

- the Co-operation Committee for Cambodia's initiative to develop principles to guide the work of their members and the wider civil society community, which has resulted in a series of *Ethical Principles and Minimum Standards* (Example 72);
- an umbrella organisation, the Canadian Council for International Co-operation's (CCIC), which has developed ethical and partnership standards for its members, including a *Code of Ethics*, to which its members are bound, and a set of *Partnership Principles* designed to guide its member CSOs in their relationships with developing country partners (Example 73); and
- the *International NGO Accountability Charter*, illustrating a case of CSO co-ordination at the international level (Example 74).

A literature review of CSO networks and joint policy processes by Perkin and Court (2005) suggests some ways that CSOs and donors seeking to support them can increase the likelihood of achieving significant results:

- balancing the need for clear co-ordination structures with a flexible approach that invites dynamic engagement by all members;
- ensuring clarity of objectives and monitoring network actions against them to avoid goal deflection;
- ensuring genuine representativity of a network's membership, with ongoing attention to differences in culture, access to resources, and power dynamics;
- employing a network co-ordinator or secretariat rather than relying exclusively on the voluntary actions of members;
- investing in network communications systems that are suitable to local capacity;
- establishing clarity on members' incentives for participating; and
- recognising that a network is only as strong as its individual members – ensuring the success of a network may require complementary investment in building up the capacity of network members to contribute.

In practice: Donor support for CSO co-ordination

Example 71. The Canadian Coalition for Youth and HIV/AIDS

The Canadian Coalition for Youth and HIV/AIDS in Africa provides an example of donor support for a collaborative programme of activity involving a group of CSOs. The impetus for this coalition effort grew out of a felt need among staff in CARE Canada, Plan Canada, Save the Children Canada, and World Vision Canada to join forces against HIV/AIDS in four African countries. Funding came from the Canada Fund for Africa, in the form of a three-year grant agreement.

Collaborating with their field partners, the four organisations were able to build on international best practice in HIV/AIDS programming for children and young people. The Coalition's focus was on building the capacity of local community-based organisations, faith-based organisations and NGOs to engage in comprehensive HIV programming. By combining forces, the Coalition reached hundreds of CSOs and thousands of individuals living with HIV/AIDS. The project led to increased levels of collaboration among participating community-based organisations and raised their capacity to engage in dialogue with government.

Although this project represents a good example of donor support for a CSO-led collaborative initiative, the complex organisational dynamics and resource requirements for a group of CSOs to effectively work together on such a large-scale was underestimated. Over time, it became increasingly clear that the collaborative process of building trust and sharing knowledge among members is time-consuming and relationship-driven, requiring that necessary financial and human resources be explicitly incorporated into such a programme's design and budget. Funding for the Coalition ended in 2007. Since then, some of the Coalition's individual members have maintained a level of programming outside of the Coalition framework. New sources of funding are being sought.

Based on: Canadian Coalition (2008), Pauw (2007).

Example 72. An NGO code of principles and standards in Cambodia

The Co-operation Committee for Cambodia is an umbrella organisation that seeks to facilitate NGO co-operation in Cambodia. Established by 24 INGOs in 1991, the Committee had 102 members in 2008.

In 2004, with financial support from a combination of official donors and INGOs, the Committee established the NGO Good Practice Project. This initiative was a response to mounting pressure, from both within and outside the NGO sector, for NGOs to be more accountable. A working group of representatives of the NGO community incorporated feedback from a wider audience of NGOs and other development stakeholders, and developed the Code of Ethical Principles and Minimum Standards for NGOs in Cambodia.

The Code aims to maintain and enhance standards of good organisational practice and to ensure public trust in the integrity of the individuals and organisations that make up the NGO sector, and the effectiveness of NGO programmes. Nine ethical principles were established: partnership, independence, co-operation, transparency, accountability, non-political affiliation, non-discrimination, non-violence, respect for human rights and communities.

A working group was established under the initiative to develop a system of voluntary self-certification that has now been recognised by the Government Council for the Development of Cambodia. Such self-certification serves as a mechanism for encouraging NGOs to comply with the Code.

The Committee has expanded its network beyond its formal membership to a broad range of CSOs and other stakeholders within Cambodia and internationally, and has seized every possible opportunity to raise awareness about the Code and to share good practice in accountability. This case was presented as an example of good practice at the regional dialogue on civil society and aid effectiveness in Hanoi, Vietnam.

Extracted from: Co-operation Committee for Cambodia (2007 and 2008) and Sothath (2008).

Example 73. CCIC's code of ethics and partnership principles

The Canadian Council for International Co-operation (CCIC) is an umbrella organisation of Canadian voluntary sector organisations that includes among its key objectives the strengthening of the civil society sector and facilitating organisational change by its members. CCIC is supported financially through membership fees and a programme agreement with CIDA.

In the early 1990s, members of CCIC developed a membership-wide Code of Ethics. Ratified and adopted in 1995, the Code of Ethics delineates the minimum ethical standards that the organisation's members must observe in the areas of governance, organisational integrity, management/human resources, financial management and fundraising. It is based on a philosophy of self-certification and peer accountability, supported by a broader ethics programme.

In 2004, CCIC added a set of principles and standards regarding North-South partnerships to the Code. The principles were developed over a two-year period through a process that included Southern CSO participation. One of the principles acknowledges that inequalities often exist as a result of power dynamics in funding relations, and encourages partners to strive for equitable partnerships. Another principle stresses that partnerships should be vehicles for long-term accompaniment that support the right of peoples to pursue their own priorities through their CSOs (CCIC, 2008a:11).

CCIC supports implementation of the Code of Ethics and partnership principles through workshops on ethical practice and the publication of documentation on issues such as managing conflicts of interest and fundraising.

Extracted from: CCIC (2008a and 2008c) and www.ccic.ca/e/002/ethics.shtml.

Example 74. The international NGO Accountability Charter

The INGO Accountability Charter grew out of discussions among several prominent INGO leaders who have gathered annually since 2003 at the International Advocacy Non-Governmental Organisations Workshop. Founding members include the Hauser Center for Non-Profit Organisations, CIVICUS, and several INGO leaders. It brings together a diversity of global CSOs engaged in the promotion of social, economic and political justice.

Running costs of the Workshop are covered each year by the host organisations of each Workshop and participants themselves. Complementary grants from various foundations serve to cover aspects of the consultative process in between Workshops; and a small grant was secured from the Ford Foundation in 2006 to support the work of the Secretariat, based in CIVICUS. However, it is intended that implementation of the Charter will be self-sustaining through signatory fees paid on a geared-to-income basis.

The Charter was elaborated over a three-year period of research and consultation, and was endorsed in 2006 by 11 INGO members of the Workshop. INGOs from all sectors are invited to sign onto the Charter, and six more had done so by 2008.

Among the Charter's nine principles is that on transparency, whereby signatories commit to openness, transparency, and honesty about their structures, mission, policies and activities. Other principles cover good governance, ethical fundraising, professional management, non-discrimination, effective programmes, responsible advocacy, independence and respect for universal principles grounded in the Universal Declaration of Human Rights.

The principle of good governance commits members to have at least the following:

- a governing body that supervises and evaluates the chief executive and oversees programme and budget matters;
- a governing body that supervises and evaluates the chief executive and oversees programme and budget matters;
- written procedures covering the appointment, responsibilities and terms of members of the governing body, and preventing and managing conflicts of interest; and
- a regular general meeting with the authority to appoint and replace members of the governing body.

Oversight for the Charter's implementation is provided by an elected Management Committee. The Committee's work includes the design of compliance and reporting mechanisms, and a peer review process.

Extracted from: INGO Accountability Charter (2005). More information on the Charter is available at: www.ingoaccountabilitycharter.org.

North-South division of labour

We turn, finally to North-South partnerships more specifically. As the *AG-CS Synthesis of Findings and Recommendations* acknowledges, these relationships can suffer from dependencies and power imbalances just as surely as other North-South relationships. Southern CSOs worry as well about competition from INGOs, some of which have more recently established offices in Southern countries to increase their access to decentralised donor funding (Agg, 2006).

Recommendation 17b

Northern and Southern CSOs should work together to define their respective areas of comparative advantage and appropriate division of labour to encourage Southern CSOs to thrive and strengthen their place in society over time.

Recommendation 17b suggests the need to look more closely at the features of successful North-South CSO partnerships. Of obvious importance is that the Northern partner should add value to the relationship. We have seen several cases of North-South partnerships in this paper that are suggestive of the value added of Northern CSOs in terms of international credibility and expertise, as partners in capacity development, or as intermediaries between official donors and Southern CSOs (see the studies highlighting the relationships between CARE and ForoSalud in Peru; CODE and Progreso in Mozambique; CHF and its partners in Guyana; Northern CSOs and Honduran CSOs involved in the Honduras PRSP fund; and Canadian CSOs and Butoke in DR Congo).

Similar features emerge in the examples featured below:

- The case of CSO Solidarity in Indonesia points to the value of international solidarity in resisting authoritarian regimes, where alternative sources of support are wanting (Example 75). This is a recurring feature of North-South CSO alliances, an additional example of which is documented in the Latin America case as part of the struggle for democracy and human rights in the 1980s (Campodónico and Valderrama, 2005).
- The Uniterra case point to the roles of Northern partners in resource mobilisation and support for capacity development and illustrates how Uniterra works with local partners (Example 76).
- The International Planned Federation (IPPF) case shows how an INGO can bring value to its Southern members through shared standards of service and accountability, using a system of accreditation (Example 77).
- The MASAI-Caritas Neerlandica case in the Philippines illustrates the character of a North-South partnership that combined financial support from a Northern CSO and capacity development services by the Filipino partner. The case shows how the partnership evolved over time in favour of stronger Southern leadership and ownership (Example 78).

In a review of Norwegian CSO partnerships in Tanzania, Chapman and Wendoh stress the importance of solidarity between Northern and Southern partners, and of providing moral and political support for each other's work. They highlight the opportunities for networking, information sharing and access to information that Northern CSOs provide, and openings for Southern CSOs to engage in policy dialogue internationally (Chapman and Wendoh, 2007).

Work on this topic is considered to be of considerable importance by the international CSO community, and will be an important subject of reflection under the *Open Forum for CSO Development Effectiveness* described in Example 80. The *Forum* is a global process that will guide CSOs in elaborating principles and codes of conduct that is expected to address many issues related to CSO effectiveness, including that of North-South CSO partnerships (Global Facilitating Group, 2008).

In practice: North-South CSO partnership

Example 75. CSO solidarity in Indonesia

Relationships between Northern and domestic CSOs in Indonesia have evolved in line with social and political changes in that country over the last four decades.

CSOs working on development and advocacy emerged during late 1960s, under the Suharto dictatorship (1967-98). These CSOs were established mainly by young intellectuals to promote alternative development approaches and “bottom-up” and participatory methods. They provided social services, promoted community development and social change and advocated for democracy, development alternatives, and human rights.

Northern CSO support was substantial and strategically important. In addition to funding, Northern CSOs provided access to information, which was heavily restricted in the country, and support for capacity building of Indonesian CSOs. This period was marked by a strong sense of solidarity between Northern and Indonesian CSOs.

This era of Northern-Southern solidarity has waned in the post-Suharto era. Many Northern CSOs have now established offices with branches in the regions, and are seen to compete with local CSOs for funding. Another major development has been the creation of a number of donor-dominated funding facilities dominated by the World Bank, each of which has its own scope of work and area of coverage. These act as the new donors in the country with their own programme priorities for supporting the work of CSOs and local governments.

Emerging from this is a landscape of CSO activity in which some Northern CSOs are seen to co-operate with this “donor club” while some Indonesian CSOs are challenging this model which they see as a top-down, World Bank dominated, approach to development. One also finds some Northern CSOs related to political parties in their country of origin engaging in lobbying and in capacity building for government, parliaments and political parties.

What emerges, therefore, is a mixed picture of North-South CSO relationships, characterised by both competition and co-operation, and differences in approach regarding the degree of CSO autonomy from mainstream approaches to development. The dominance of the new funding facilities as a source of funds for CSOs is a key determining feature of this new landscape.

Extracted from: “North-South CSOs Co-operation: Indonesian Context”, case study (2008).

Example 76. Volunteer services and capacity development: the Uniterra Programme*

Uniterra combines a development programme with operations in 13 African, Asian and Latin American countries, and a public engagement programme in Canada. The programme was designed and is being implemented by two Canadian NGOs: Centre d'étude et de coopération internationale (CECI) and World University Service Canada (WUSC). Resources are provided by CIDA's Partnership branch, CECI, WUSC, volunteers and developing country partners. Uniterra mobilises more than 400 Canadian and Southern volunteers each year in support of 120 local partners. The outreach of the programme is further enhanced by the work of these local partners who are working to strengthen the capacities of more than 800 grassroots organisations.

Uniterra's goals are twofold: i) to build the capacities of local development actors in targeted sectors and in gender equality; and ii) to enhance the support of Canadians for development co-operation efforts by informing the Canadian public through networks of partners and volunteers, and providing opportunities for tangible engagement in international solidarity work.

Its implementation strategy is based on the Paris principles of aid effectiveness, which it has adapted to take into account the development perspectives and contributions of Southern and Northern CSOs.

In order to promote local ownership and co-ordination, Uniterra operates on the basis of a five-year sectoral action plan developed by local programme partners (5-10 organisations per sector in each country). The plan lays out priority activities and methods for capacity building within the sector and for the organisations. A sectoral programme management committee is formed, through which partners set annual goals and allocate programme resources (volunteers, exchanges, sectoral funds) to attain these goals each year.

This sectoral committee also monitors progress and reports on results with the support of Uniterra field staff and volunteers. The sectoral committee represents a forum for dialogue and co-ordinated action between CSOs in a given sector, thus contributing to mutual capacity building and development of synergies. Committee members are supported in their analysis of relevant policies and programmes, and the experience helps to build up their capacity for policy dialogue.

Uniterra has set up a performance measurement and reporting system based on quantitative and qualitative indicators to track targeted development results. This approach stands in contrast to an approach focused on activities, emphasising, for example, volunteer placement targets. As a result, Uniterra is in a position to determine results such as: how many people have developed new skills; the types of organisational capacities developed (e.g. in management, governance, marketing, advocacy and resource mobilisation); and the number of women who have benefited.

* Available in the Civil Society and Aid Effectiveness Case Book (2008).

Source: Extracted from: "The Uniterra Programme", case study (2008).

Example 77. Accountability through accreditation*

The International Planned Parenthood Federation (IPPF), a global network of autonomous member associations, is one of the first international NGOs to implement a process of accreditation. The accreditation system helps to ensure that IPPF's mission, vision and values are shared by all member associations, and that agreed principles, policies and standards are respected and implemented consistently across the Federation, regardless of the national context in which they are working.

The accreditation process involves an assessment of each association against 65 standards, clustered into four main areas: constitutional issues, good governance, programmes and services, and management. For CSOs that do not at first meet the standards, the organisation will support and assist them to address areas needing to be strengthened.

Accreditation offers a guarantee to external partners that the association adheres to internationally recognised and transparent governance, management, financial, and monitoring systems. By the end of 2007, 137 associations had been through the accreditation process, leading to positive results in terms of policy influence, representativity, service quality, and continuous learning

With five years of experience, IPPF has emerged as a leader on accountability through accreditation, receiving visits and requests for information from other CSOs, such as Transparency International, the International HIV/AIDS Alliance and the Emergency Capacity Building Consortium of NGOs Project.

* Available in the Civil Society and Aid Effectiveness Case Book (2008).

Source: Extracted from: "Accountability through Accreditation: The International Planned Parenthood Federation's Approach to Partnership with Independent Partners", case study (2008).

Example 78. The MASAI-Caritas Neerlandica Partnership in the Philippines

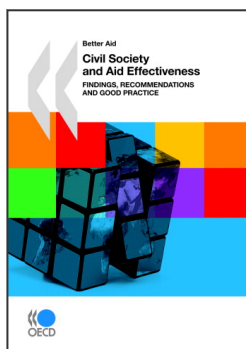
The Management Advancement Systems Association, Inc. (MASAI) is a Filipino CSO specialised in the provision of evaluation, training and consultancy services that worked in partnership with Dutch CSO Caritas-Neerlandica in the early 1990s. These two CSOs complemented each other in supporting programme partners working in early childhood care, who were often in need of both financial and technical assistance and other capacity building services.

Beginning in 1994, MASAI and Caritas-Neerlandica established and jointly managed a locally owned mechanism called the Early Childhood Care and Development Committee consisting of 5-7 individuals representing grassroots organisations and CSOs. Under this new mode of partnership, the Filipino partners owned the programmes, and decisions were made by the Committee rather than by the funding agency. The Committee also provided a venue for training, consultancy and capacity building. Criteria for support were that community members themselves should design the programmes being supported. Parents and family members were mobilised to assume tasks and responsibilities, and "People's Organisations" managed the programme.

The Committee continued to operate for nine years, until 2003. It funded 70 programmes over the course of that period, and made a significant contribution to building up the capacity of the People's Organisations to run and manage their affairs. The nine-year partnership was only broken when Caritas-Neerlandica was faced with funding constraints and had to withdraw its support. However, the Committee had seen this coming and had recommended that a Sustainability Plan be part of all the proposals submitted to it. It proved to be the blueprint to help the implementers continue their programmes beyond the Caritas-Neerlandica support.

The union of MASAI and Caritas-Neerlandica under this initiative was the result of years of working together, learning from each other and finally embarking on a new, locally-owned, type of partnership. This new mode of relating contributed to the continued existence of community-based programmes even after the end of funding support.

Extracted from: "The Masai/CARITAS-Neerlandica Partnership: Where Communities Spearhead Early Childhood Care and Development Programs."



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