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Assessing Civil Society Participation as Supported In-Country by Cordaid, Hivos, Novib and Plan Netherlands, 1999-2004

Synthesis Report

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Preface

This report presents the findings of the programme evaluation on 'civil society participation' commissioned by the Dutch co-financing agencies Cordaid, Hivos, Novib/ Oxfam Netherlands and Plan Netherlands. It is the fourth study in a series of programme evaluations organised during the period 2003-2006 by the MBN, the Network of Co-Financing Agencies in the Netherlands.

The evaluation is building further on the outcomes of the programme evaluation 'CFAs and Civil Society Building' (Biekart, 2003) that looked at the effectiveness of the CFAs' broad intervention strategy 'civil society building' within the framework of the overall goal of the Co-Financing Programme: structural poverty reduction. The conclusions of the study led to a further specification of CFA policies in this domain and aroused a keen interest in further exploring the relation between CFA support and the actual opportunities for and effects of participation of civil society organisations and citizens in decision-making processes in their country.
Increased participation and influence of poor or marginalised citizens and of civil society organisations representing their interests is both an objective in itself and it is expected to lead to material and non-material improvements in people's lives and in the democratic quality of societies. It is a core aspect of the work of the CFAs. The CFAs and their partners work on improving the conditions for increased participation on the one hand by strengthening the capacities of people to participate actively and claim what they are entitled to, and on the other hand by advocating for changes in the policies of state and market actors.

The outcome of the evaluation reflects the overall positive role the CFAs play as supporters of civil society organisations working towards increased participation and citizenship. The findings stress the critical importance of context and power analysis for relevant and truly strategic interventions in strengthening civil society and citizen participation, especially in countries with histories of (and ongoing) conflict and violence. Another strong recommendation focuses on the added value to be gained by a more systematic approach to mutual learning and knowledge building by both CFAs and their partners, on the basis of the rich experiences available.

The evaluation made use of the 'Power Cube', a power analysis framework developed by the Institute of Development Studies. In view of the countries selected, which all have a recent history of - or still ongoing - conflict, 'violence' was added as an extra analytical dimension. Another specific feature of this evaluation worth mentioning are the so-called 'inhouse dialogues': during the evaluation process, sessions with CFA staff were organised with the researchers, to discuss the findings of the field work and specific issues of interest of each CFA, related to CSP. These meetings were experienced as very useful and inspiring, and are considered a commendable way of sharing knowledge and involving staff more actively in the programme evaluations.

The findings and conclusions of the evaluation are supported by a solid base of evidence. In this respect not only the Synthesis Report, but also the Country Reports are worth the reader's attention. They contain a wealth of information and examples of the valuable work of the CFAs' partner organisations and country offices, in many cases realised under very difficult conditions.

Cordaid, Hivos, Novib/Oxfam Netherlands and Plan Netherlands feel that the results of this study are important and useful in several ways. First, it provides a clear confirmation of the relevance and sometimes crucial role of the CFAs' support to civil society in the countries investigated. Secondly, it offers valuable 'building blocks' to the CFAs to improve their policies, strategies and interaction with partners in strengthening the participation of civil society organisations and citizens in decision-making processes and spaces. The same goes for the CFA's partners themselves. Thirdly, it offers a wealth of insights to other parties interested in strengthening the role, quality and effectiveness of civil society.
The Synthesis Report and the Country Reports offer a good basis for further policy development, in particular by the combination of overall recommendations and specific recommendations per CFA. Moreover, it provides helpful entry points for the further development and improvement of result assessment instruments and practices in this field, which is notoriously complex.

The CFAs will give follow-up to this evaluation by:

- a public presentation and learning session will be organised to share the findings and lessons learnt and to take the discussion on good practice in strengthening civil society participation a step further. The CFAs expect a broad public to be interested: CFA staff, staff of other Dutch development organisations and academic institutions, and the Ministry of Foreign affairs;
- each CFA has designed an internal follow-up process within the organisation and with its partners.

The CFAs present their joint programme evaluations to an External Reference Group (ERG) for an external assessment of the quality of the evaluation process and the results. The ERG assessment of this evaluation is included in annex 1. The CFAs agree with the ERG's positive assessment of the conceptual approach of the evaluation and the usefulness of the outcomes. They also share the recommendation of both the evaluation team and the ERG that further improvement and investment in monitoring and evaluation is still needed.

The CFAs like to thank all those that have been involved in this evaluation for their cooperation, especially the partner organisations and the country and regional offices and departments. A special thanks also to Irene Guijt and the other members of the evaluation team: the CFAs very much appreciated their professionalism and commitment.

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Contributions and Acknowledgements

The coordination of the thematic CSP evaluation, including the writing of the synthesis report, was the responsibility of Irene Guijt, under the guidance of the Steering Committee for the Evaluation of the Co-financing Committee. The External Reference Group worked as a sounding board to the Steering Committee and for the lead consultant. The backbone of this report is comprised of the country reports and analyses undertaken during the two workshops that took place with the entire team in November 2004 and May 2005.

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- Cordaid: Peter Konijn, Inge Bartmentlo, Stephanie Joubert, Nico van Leeuwen, Karin van Veen, Christine Fenega
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Annexes

Acronyms

ACORD	Agency for Cooperation and Research in Development
AIDS	Acquired Immune Deficiency Syndrome
BPG	Butterfly Peace Garden
CALDH	Centro de Acción Legal en Derechos Humanos
CBO	Community Based Organisation
CCCD	Child-Centred Community Development
CFA	Co-Financing Agency
CFP	Co-Financing Programme
CHA	Consortium of Humanitarian Agencies
CNOC	Coordinadora Nacional de Organisaciones Campesinas
CONIC	Coordinadora Nacional Indígena y Campesina
CORDAID	Catholic Organisation for Relief and Development Aid
CSO	civil society organisation
CSB	civil society building
CSP	civil society participation
DAC	Development Assistance Committee
DENIVA	Development Network of Indigenous Voluntary Associations
DGIS	Directoraat Generaal Internationale Samenwerking (Directorate General of International Cooperation)
FHRI	Foundation for Human Rights Initiatives
FIDA	Federation of Women Lawyers Uganda
FOWODE	Forum for Women in Democracy
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HIVOS	Humanist Institute for Co-operation with Developing Countries
ISD	Institute of Social Development
LABE	Literacy and Adult Basic Education
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MMK	Mujeres Maya Kaq'la (Mayan Women Kaq'la)
NACWOLA	National community of Women Living with Aids in Uganda
NAFSO	National Fisheries Solidarity
NOVIB	Nederlandse Organisatie voor Internationale Ontwikkelingssamenwerking / Netherlands Organisation for International Development Cooperation
PEAP	Poverty Eradication Action Plan
PLWHA	People living with HIV/AIDS
PREDO	Plantation Rural Education and Development Organisation
RPR	Resources for Peace and Reconciliation
RBA	rights-based approach
SCO	Strategic Change Objective (Novib terminology)
SOCADIDO	Soroti Catholic Diocese Development Organisation
SWDC	Suriya Women's Development Centre
TOR	Terms of Reference
TPO	Transcultural Psychosocial Organisation
UDN	Uganda Debt Network
ULA	Uganda Land Alliance
VECO	Vredeseilanden Coopibo Uganda

Executive Summary

Introduction and Overview

Strengthening civil society is a key component of Dutch development policy and is central to the development paradigms of the Dutch Co-financing Agencies (CFAs). In recent years, civil society building (CSB) has become increasingly central to the CFAs' partnerships and development interventions. For the CFAs, CSB should both build on and result in enhanced participation of citizens and civil society organisations in decision-making processes. This, in turn, should result in tangible benefits for the poor, marginalised and vulnerable. Following a study on CSB (Biekart 2003), the CFAs were keen to explore further the relationship between CSB and the active participation of citizens and their organizations. This led to the evaluation on 'civil society participation' (CSP) of the work of Cordaid, Hivos, Novib and Plan.

Civil society participation, as such, has not been a specific programme objective for the CFAs. Consequently, an exploratory and forward-looking formative evaluation was commissioned. Furthermore, the CFAs requested that a 'power cube framework' (Gaventa 2005) be used to bring more conceptual and analytical clarity to the question of what constitutes participation in decision-making by poor, marginalised and vulnerable groups. This framework forces questions about the level at which and arenas in which participatory action occurs, and how participation can affect power relations.

Through field studies undertaken in 2005 in five countries (Uganda, Colombia, Sri Lanka, Guinea and Guatemala) that looked at work supported by the four CFAs, this evaluation elucidated many issues of critical importance to further enhancing empowerment-oriented CSB partnerships and programmes. Significantly, it also made explicit a diverse and impressive range of CSP initiatives being supported by the CFAs. It became clear that, indeed, much of what is being supported in relation to CSB, either explicitly or implicitly, is closely connected with greater decision-making power by poor, marginalised and/or vulnerable groups, as the many examples in this report demonstrate.

Very significantly, in the countries studied, it was evident that the CFAs are making an often unique and certainly a key contribution to the capacity and development of civil society – and have been doing so, in some cases, for more than two decades. Central in the work of their partner organisations is the focus on participatory action that tackles persistent inequitable power relations. The work touches geographically isolated areas, 'forgotten' social groups and taboo topics. An important aspect of success is the intertwining of work on several levels. Activities on 'citizenship strengthening' which makes information accessible and meaningful to people is often consciously connected to efforts to improve service delivery or lobby work. To achieve results of some scale, many CSOs build chains of action, from mobilising at community level up to national advocacy. Where they do not, impact is limited.

The observed successes emerge from a conscious construction of a portfolio of partners and projects based on core CFA policies, plus the ability and willingness to build long

term relationships or commitment to a certain geographic area. All the CFAs have a set of clear policies that engender a rights-based and citizen participation intention, although many of these are quite recent, except for Hivos. Thus they remain to be fully evident in in-country work, notably in the case of Plan. Cordaid, Hivos and Novib fund similar types of activities, with differences attributable to the type of organisation that each supports and the thematic focus per country. Plan implements directly and works mainly with village level groups, but is diversifying its partnerships to include NGOs and to a lesser extent, national advocacy work.

The observed results are particularly significant at a time in which democratic and peaceful processes of social and political change are threatened in all the countries included in the evaluation. All the five countries deal – to varying degrees – with a state with formal institutions in which de facto power dynamics limit the effective political opportunities of 'closed' spaces (as per the power cube terminology). All countries struggle with relatively new constitutions that have been eroded in practice. Violence has profoundly marked the psyche of civil society directly – and indirectly via the state and other actors in terms of how they view civil society action and actors. Decentralisation, prominent in Sri Lanka, Guinea and Uganda, does not appear to have lived up to the full promise of more citizen engagement in local development. In Uganda and Guinea, the influence of foreign funding agencies on CSOs appears to be strong in terms of their financial dependency but also in terms of (active) partnership. In all countries, many CSOs face internal challenges related to limited human resource capacities, often weak internal democratic processes, limited strategic capacity, limited networking, and a general related lack of confidence to engage with the more demanding pro-poor democracy-strengthening activities that pull them out of service delivery roles. Supporting CSP initiatives in these contexts is of fundamental importance if development is to improve the lives of the poor and marginalised.

However, while strong CSB policies have been formulated, a compelling portfolio of CSOs exists, and the CSOs undertake much creative participatory action, there is also a lack of systematic reflection and analysis by CFAs and their partners and between them. This limits the extent to which partner organisations can use political spaces effectively and strategically.

Background and Focus of the Evaluation

This report presents the findings of the programme evaluation on 'civil society participation' commissioned by four of the Dutch CFAs (Cordaid, Hivos, Novib and Plan Netherlands) within the framework of their Co-financing Agreement with the Directorate General of International Cooperation.

Their specific interest in the theme of 'civil society participation' (CSP) resulted directly from the synthesis study of the CFA programme evaluation on Civil Society Building (CSB) (Biekart 2003). Three reasons led the CFAs participating in this study to choosing a focus on 'participation'. First, they shared an interest in civil society participation as an essential part of civil society building. They were all keen to further explore one of Biekart's four CSB dimensions: 'strengthening citizenship'. Finally, they expected that a more in-depth evaluation on processes of civil society participation could strengthen their CSB policies.

As used by the CFAs, CSP is shorthand for a more encompassing intention: 'participation of citizens and CSOs in decision-making', and essentially concerns the political empowerment of poor and marginalised. It is a layered concept with very diverse manifestations that links three development discourses and areas of practice: participation, civil society, and citizenship.

Given these learning needs and the broad nature of the guiding concept, the CSP evaluation had a formative focus, seeking evidence from the CFAs' partner organisations to come to recommendations. It sought to understand how the underlying intention of Dutch agency-funded work leads to different aspects of 'civil society participation', within the diverse violent and conflict-ridden contexts of the five countries, in order to help the CFAs further their work in this area.

This shaped the focus of the evaluation around the following questions.

How do CFA polices, strategies and procedures increase and strengthen the participation of citizens and civil society organisations (CSOs) in decision-making processes, and create and re-enforce conditions to this effect?

- What is the relevance and quality of CFA procedures, strategies and policies for increasing and strengthening the participation of citizens and CSOs, as specified in the Preliminary Paper, in decision-making processes (e.g. partner choice, intervention level, and diverse domains of intervention – state, market, CSOs)?
- How do partners view CFA strategies, policies and procedures in terms of increasing and strengthening the participation of citizens and CSOs in decision-making processes?
- What types of 'CSP' activities are being carried out by the CSOs, and what is the relationship with CFA policies, strategies, and procedures? What is the quality and relevance of implementation?
- What lessons can be identified for each CFA to improve its support in the area of CSP?

The evaluation encompassed the work of partner organisations and initiatives focusing on the poor, marginalised and vulnerable in the five countries, with different configurations of CFAs – ranging from all four in Uganda to only one in Guinea and Guatemala. The time period encompassed by the evaluation is from 1999 to 2003, with an extension into 2004 as several CFAs had made recent policy/strategy shifts that merited inclusion. This time period meant the evaluation teams had to consider 332 civil society organisations and over 760contracts from Cordaid, Hivos and Novib, plus three country programmes for Plan. All CFAs also undertake international level work to enhance civil society participation but this was not included in this evaluation.

Analytical Framework

The evaluation methodology was largely shaped by the power analysis framework developed by the Institute of Development Studies, to which a violence perspective was added. The IDS framework links participation to the political spheres and asks for power analysis to understand 'the extent to which new spaces for participatory governance can be used for transformative engagement, or whether they are more likely to be instruments for re-enforcing domination and control' (Gaventa 2003, p. 7). It does this by distinguishing participatory action along three dimensions:

- at three levels (or 'places) – international, national and local;
- across three types of (political) 'space': closed, invited and created;
- in terms of how power dynamics shape the inclusiveness of participation in each space: formal power, hidden power and invisible power.

Due to the choice of war torn, (post)conflict and fragile peace countries for the evaluation, this framework was supplemented by an explicit look at how violence shapes the potential for civil society participation (Pearce 2004). The situation of spaces in such contexts adds to the cube a potential dimension of violence either as 'internalised fear/aggression' within it or 'externalised threat/force' outside it.

Translating this to an evaluation methodology led the evaluation team to examine the practice and results of a selection of CFA-supported civil society organisations in terms of how they contributed towards enhanced civil society participation across the three dimensions outlined above. The team also sought to understand how contexts of violence affected the nature of activities and achievements of the CSOs.

Emerging Issues of Common Concern

A comparative analysis of the country studies led to the identification of eight issues of common concern to the CFAs. These merit consideration to deepen their work on power inequities, participatory development and civil society building. These issues form a substantive output of the evaluation.

1 *Defining the 'Civil Society Participation' Landscape*
Essential for the analysis was obtaining greater clarity on the broad notion of CSP used by the CFAs. Empirical evidence from the country studies led to the identification of six domains of CSP activity. Each domain describes what roles CSOs can play to achieve progress in that domain, and provides examples of the types of achievements. The domains are:
   - 'citizenship strengthening' – which leads to better informed people who can understand their rights and are able to constructively and effectively engage in claim-making, collective action, governance and political processes;
   - 'citizen participation in CSO governance, programming, monitoring, and accountability' – which manifests itself as critically (self)reflective, democratically functioning and accountable CSOs that are responsive to the rights, values, aspirations, interests and priority needs of their constituencies;
   - 'citizen participation in local development and service delivery' – which results in local development and service delivery designed, implemented, monitored and evaluated with much citizen participation that empowers and reduces dependency;
   - 'citizen/CSO participation in advocacy and structural change' – leading to advocacy work that is legitimate and relevant in relation to CSO constituency and citizens gaining a direct voice in advocating for their rights, needs and interests;
   - 'citizen participation in economic life' – which concerns market engagement by poor, vulnerable people on their terms and for their needs, and making the concept of pro-poor economic growth a reality; and
   - 'trust/dignity/culture/ identity' – that creates the ability to have mutually respectful social relationships and engendering trust in others based on positive experiences.

These six domains can help the CFAs assess their results with greater precision, thus giving them a clearer picture of their contribution towards CSP; target funding and other support more strategically; be more specific about their expectations vis-à-vis specific partners and contracts; and invest with greater focus in 'lessons learned' endeavours to strengthen policies and strategies.

2 *'Situated Practice' and Histories of Conflict*
The country studies show that the actions of partner organisations, the issues and strategies on which they focus within the diverse realms of CSP, are both relevant and logical given the historical, political and social context. This diversity of response to the contextualised challenges of power inequities is critical and must be maintained by CFAs. CFAs should (continue to) invest consciously in developing and maintaining a deep understanding of local political and social contexts. Critical in this is a solid understanding of how histories of violence and conflict shape the potential for citizens' participation – and that of their organisations – in decision-making spaces, including insights into the gendered dimensions of violence. Accepting diversity of change potential also implies that CFAs must maintain their current levels of realistic expectations of democratic and citizenship progress. All the CFAs can embed more strongly into their strategies an analysis of how histories of violence and conflict shape the potential for citizens' and CSO participation in decision-making spaces, including insights into the gendered dimension of violence. Balancing a contextualised understanding of power inequality and histories of conflict with 'participation as transformation' to guide CFA support can avoid complacency and encourage exploration of the boundaries of engagement in peace-building. In Sri Lanka, Colombia and Uganda, in particular, attention is needed for linking levels when it comes to peace-building efforts and addressing violence.

3 *Participation and Power*
The 'power cube framework' proved to be a useful tool for critical reflection, although it cannot be used to categorise CSP initiatives as these do not fit within a single box. Therefore it should be viewed as dynamic and flexible. Questioning 'power' systematically with the partner organisations, revealed an interest among them for more conscious processes of reflecting and analysing on the power relations that they (aim to) affect. The work of the CFAs and CSOs can benefit from more explicit and structured processes of reflecting on and analysing power relations to ensure more consciously adopted, strategic action that can effectively transform power inequalities. By identifying which aspects of power partners do and do not engage with, why this is the case, and how effective and relevant activities are, insights about other strategic options can emerge. The second, related point concerns what is called 'participatory culture' in the Colombia report. There is a need for more reflection by partner organisations on the understanding of participation, democracy building, and conflict resolution that underpin their actions. Finally, the CFAs must more fully locate themselves within the 'power cube framework', thus avoiding that an analysis of participation and power is considered useful only for the CSOs to analyse the relevance and effectiveness of their strategies.

4 *Levels and Spaces*
Partner organisations work at every level (local, national, global) in mutually beneficial ways. However, attempts to map which set of CFA partners were operating where proved to be less clear-cut than initially expected as one CSP issue will result in actions at different levels. The occupation of different 'spaces' by partner

organisations and initiatives is dynamic and issue-specific. These spaces are highly interconnected, with sometimes rapid change of the relevance for CSOs of certain spaces to tackle certain issues. First, the country studies indicated the value of distinguishing different levels at which civil society participation is happening or is needed in relation to key challenges for CSOs, giving them strategic options. Second, the country studies illustrated the importance of building stronger vertical links between the levels at which CSOs work on CSP-enhancing initiatives. Third, an important analytical addition emerged from the Colombia study that observed how spaces were used creatively by CSOs with multiple strategies. This can become a useful tool for reflection by the CFAs and CSOs as it enables them to assess more critically and creatively the merits of selected strategies for engagement and possible alternatives.

5 *Gender and 'Civil Society Participation'*
Much work on addressing gender inequalities is being undertaken by all the CFAs. Many partner organisations focus on creating opportunities for women to occupy claimed spaces and gain self-confidence in these spaces, and to create safe spaces where confidence can be built. They prepare women to negotiate in invited spaces with government authorities and with other power-holders, challenging the power structures and claiming their rights. Networking and information sharing helps strengthen women's groups further. As women's organisations and CSB were the focus of the previous thematic evaluation, this study does not speak to this relationship in detail. Nevertheless, several observations merit attention. The interconnections between gender relations, violence (in all degrees) and civil society participation were striking in all the country studies. However, in-country responses by partner organisations to gendered aspects of CSP varied from fragile to strong – stronger in Uganda and Sri Lanka and weaker in Guinea. Understanding the gendered dimension of power and violence is a cornerstone to effective CSO support. All the CFAs can improve the integration of gender policies and conflict/peace-building policies to come to a gendered understanding of violence and conflict. Furthermore, the CFAs can provide partner organisations with more support, via a gendered perspective on 'spaces' and 'power', to strengthen their pursuit of a consciously pro-equality model of development. Third, the power cube framework would facilitate a comprehensive analysis of where gender-equity obstacles exist, where strategic efforts are occurring and where critical gaps remain and could be addressed by the CFAs and their partner organisations.

6 *Service Delivery and CSP*
In Uganda and Guinea, the bulk of CFA funding is directed towards aspects of service delivery, while in the other countries service delivery was interwoven in the work of several partner organisations. While the CFA policies are clear about how service delivery work can enhance 'civil society participation', many of the partner organisations would not necessarily consider much of their service delivery work to fall under this label. Furthermore, in the country studies, it was clear that while partner organisations consider issues of power, (political) space and violence in their service delivery work, it is not always guided by a clear understanding of how service delivery, empowerment and CSP are related. Since the relatively recent surge of interest in rights-based approaches (RBA), much of what is deemed to fit within an RBA logic is considered 'political' and tackling structural causes of poverty, while the rest is considered 'old style' service delivery development that alleviates the symptoms of poverty. A key observation from the evaluation is the need to

consolidate more clearly the relationship between service delivery and social change/ advocacy functions of partner organisation and initiatives.

7 *Economic Development and CSP*
Economic development was excluded from this thematic evaluation for pragmatic reasons, as it was the focus of a separate thematic evaluation. Although these reflections are not based on a systematic assessment of all the CFAs in all the countries, they are offered to further enrich ongoing discussions on the nexus between economic development and CSP. First, separating economic development from CSP – or not making the relationship explicit – is an artificial split, one recognised by Cordaid, Hivos and Novib, whose policies view the business sector as an important partner in development. A relatively new set of partners present significant opportunities to further enhance CSP but also requires careful strategising and appropriate capacity-building. The power cube framework may help partner organisations to consciously strategise around key obstacles, opportunities for engaging in existing spaces or creating new ones, and identification of best-bet strategies.

8 *CSP as 'New' Term and Organising Principle?*
If CFAs are intent on enhancing citizen participation and civil society engagement, then this evaluation suggests that 'CSP' as defined in terms of the six domains is a solid and encompassing concept. It adds precision to the concept of CSB that is used widely within the Dutch development discourse and pushes the discussion further to explicitly include power dynamics. Notwithstanding the value of the broad *concept*, a key question for the CFAs is whether it is useful or not to continue to use the *term* after this evaluation. If the CFAs opt for continued use of the term 'CSP', they should be mindful of its possible misinterpretation by others. The central role of power within the understanding of 'civil society participation' as supported by the CFAs must be communicated clearly if the term is to have a longer usage than only for this evaluation. An important additional question is whether or not 'CSP' has the potential to become an operational principle in more practical terms, such as for partner/project selection, monitoring and evaluation, providing strategic support, claim-making and reporting, thus giving more concrete meaning to the concept. The CFAs will need to consider some of the dilemmas. Whichever route each CFA may take with the term CSP, it is important that the choice is conscious and explicit. Leaving the concept open for multiple interpretations and in broad terms may lead it to become an implicit expectation without enabling organisational procedures or a de facto reality without clarity about what it actually means.

CFA-specific Assessment

For each CFA, observations were made on their intervention logic and the range of CSP work that is supported. An assessment was made of the coherence between CFA policies/ strategies and field observations, the relationship with partner organisations, and how CFAs deal with participation and inequitable power relations. This led to concluding comments on the CFAs' effectiveness in supporting CSP-enhancing initiatives. For each CFA, specific areas of attention are identified.

Cordaid supports a wide diversity of CSP initiatives in the three countries, at all levels, in all spaces and in relation to all power dimensions, although its portfolios are not

strong on partners working on 'invisible' power issues. Its thematic priorities shape the partner portfolio, leading to a coherent match between the stated agenda per theme and partner selection. Positive shifts in partner portfolios towards greater consistency were noted. Cordaid's work with the partners is commendable: it is loyal; willing to take risks, enhances flexibility through core funding and is, generally speaking, contextually well-informed. However, the variation across the thematic policy areas in terms of how CSP is interpreted requires clarification and more consistency. It should also consider potentially contradictory impacts of working at different levels, for example withdrawing support for intermediary organisations where CBOs are weak and not dealing with potentially important international developments that can adversely affect in-country impacts of its partners. It is encouraged to invest more in reflexive learning on 'participation' as a theme, including on participatory (organisational) cultures and on embedding an understanding of gendered violence more strongly in its work.

Hivos also demonstrates coherence between its policies and its partner selection by prioritising social movements, membership-based organisations, and grassroots-linked organisations. It has strong portfolios of partners working on diverse aspects of rights, advocacy and 'voice', engaging with all spaces, places and dimensions of power. The evaluation team saw more Hivos partners engaged with addressing the 'invisible power' dimension than for the other CFAs. Hivos engages partners in consultations at regional level, which enables updated contextual understanding that aids sound funding and support strategies. It has been a flexible and patient supporter and willing to continue with partnerships through difficult internal changes. Hivos needs to review the implementation of its partner selection and termination processes to ensure greater consistency and enhance long term impacts for CSP. Its choice for grassroots membership organisations or social movements means that extra care is needed to foster their organisational capacities. This requires attention to capacity-building and realistic expectations of results in terms of bringing people's interests to the foreground and onto agendas.

Novib's rights-based logic is consistent with the importance of strengthening civil society participation, in all its spatial, level and power dimension diversity. It supports a diverse range of significant CSP-related work on key power inequity issues and rights-based work. Novib's focus on larger, more established organisations in its portfolio is coherent with its commitment within Oxfam International, which provides opportunities for more strategic engagement with partners. Novib is the most active of the CFAs in linking partners to international levels. It is valued for its long term and financially sizeable commitments to its partner organisations. However, a rights-based logic does not necessarily mean that claim-making is a result of citizen participation. Novib can examine its work to ensure that this assumption is not erroneously made. Furthermore, the policy-strategy-portfolio chain could be clearer, embedded as it is within the international Oxfam logic and planning processes. Partner organisations expressed the wish for more dialogue with Novib, particularly on strategic issues. Finally, with its focus on larger organisations working at 'higher' levels, a tension occurs with its expressed intention to engage with the grassroots and calls for particular attention on internal governance issues of legitimacy and representation.

Plan Netherlands is the most recent of the CFAs to take up a rights-based perspective in its policies. As a result, the strategies and organisational procedures are still fully engaged in realigning themselves with the implications of a strong focus on rights and structural change. This was evident in the work observed. Plan is undertaking significant

CSP-related work at the local level, far more than the other CFAs. It is working on essential foundational aspects of CSP, including girls' education, children's voice in the family and at school, and women's voice in development committees. Its field-based, more service delivery oriented focus reveal important contributions to CSP via its local level work on strengthening the social basis of a civic society, demonstrating clear compatibility between citizen empowerment and service delivery. Plan's activities encompass a range of different 'spaces', focusing more on opening closed spaces and creating spaces via facilitating the emergence and strengthening of CBOs. It does, however, face more challenges than the other CFAs in bringing the CSP concept into practice. Notable is the need to make more coherent its rights-based policies and output focused in-country procedures that drive reporting, planning and implementation. Considerable cross-country differences point to inconsistencies in the understanding of CSP among Plan staff. Much work is needed to enable the organisation as a whole to deal with information on social change development processes, which is currently being hampered by a rigid administrative system that prioritises measurable results. Despite the presence of important CSP-related work, the field observations show a tendency towards instrumentalist thinking on participation.

Conclusions and Recommendations

The evaluation report concludes with recommendations related to effectiveness, CFA policy and strategy, and partner relations.

CFA Effectiveness

The initial remit of the evaluation was broad, looking at 'participation of poor and marginalized citizens and civil society organisations in decision-making processes that affect their lives and rights, and creation and reinforcement of conditions to this effect' (Doorn material, p.13). Empirical evidence enabled more precise specification of 'civil society participation' in terms of six domains. This evidence came from interviews with CSO staff and beneficiaries, selected interviews with third parties, documentation review, and workshops with CSOs. To determine relevance and relative effectiveness, the field observations were related to contextual analyses of the core issues and challenges for civil society in each country.

Observations from Colombia, Guatemala, Guinea, Sri Lanka and Uganda identified a set of relevant, creative, and effective initiatives that address basic and strategic needs of poor, vulnerable and marginalized groups by enhancing people's participation and that of the CSOs working with and on behalf of them. Examples related particularly to four domains: citizenship strengthening; local development service delivery; advocacy and structural change; and trust, dignity, culture and identity. CFA support in the two remaining domains of 'citizen and CSO participation in economic life' and 'citizen participation in CSO governance, programming monitoring, and accountability' received less attention in this evaluation due to methodological considerations.

In the area of 'citizenship strengthening', the CFAs support organisations that raise awareness about fundamental rights with marginalised groups. These organisations are active in making information accessible to people and raising awareness about rights by engaging people in processes to understand rights and thus also building their capacity to claim rights. This domain covers critical foundational work at community level, in

families, in schools, and forms the basis on which much work in other domains builds. Plan, Cordaid and Hivos, in particular, have funded activities in this domain.

This work is closely aligned with that of another domain – 'building trust, dignity, culture and identity' and leads to respectful, collaborative relationships and self-confidence. Exemplary work on this is undertaken in bringing together conflictual groups, destigmatising activities, positive assertion of cultural identity and building confidence to engage in the public sphere. Cordaid and Hivos, in particular, have funded activities in this domain, with some work also supported by Novib and Plan.

A central area of support, closely related to the direct poverty alleviation policy priority of Dutch development funding, is for 'citizen participation in local development and service delivery initiatives'. Much of this work involves organising people to meet core needs, fostering people's capacities in this area, helping to establish governance mechanisms such as local development committees, and creating space for people to sit on decision-making bodies of service deliverers. Much of this work occurs in difficult geographic areas or for 'forgotten' groups. Plan Country Offices are particularly active in this domain, along with Cordaid and Novib also support much work within this domain.

The fourth area of support is directly related to the CSB policy priority of Dutch development funding and concerns 'citizen and CSO participation in advocacy and structural change'. Much of this work builds on citizenship strengthening activities or is connected to participatory service delivery. Also striking is that many CSOs build chains of action, from mobilising at community level up to national advocacy. In many cases, a mix of lobbying on behalf of groups and mobilising groups to lobby in their own right is present. Cordaid, Hivos and Novib are all active in this domain.

Conspicuous in many of the examples is the use of multi-pronged strategies. Many CSOs working on citizenship strengthening followed up with support for advocacy efforts, while citizen participation in service delivery and advocacy efforts often go hand-in-hand. Efforts to build dignity and relationships of trust are nested with civil rights awareness-raising. Two evolutions are evident in many of the cases. First, there is a clear shift in contexts where CSOs emerged from a history of service delivery from a welfarist to an empowerment approach. A second and related evolution is the growth of CSOs from single actions to a presence in various arenas, moving from community level activism to national advocacy or from national lobby work to community capacity-building to enhance impact.

Overall, the four CFAs collectively support a critical and diverse portfolio of relevant work in the five countries that enables the emergence and strengthening of civil society participation in diverse manifestations. This is a highly significant contribution to development at a time in which democratic and peaceful processes of social and political change are threatened in all the countries included in the evaluation.

These results are, to some extent, a product of conscious choice, via the CFAs strategies, policies and partner selection. All the CFAs operate with a rights-based perspective, Novib and Hivos with longer histories in this area than Cordaid and Plan being the most recent to incorporate this into its policies. The quality of the CFAs' support is based on a good understanding of the broad strategic importance of initiatives to enhance citizen and CSO participation in each country. Even if such an understanding is in its early stages, as in the case of Plan, it is nevertheless apparent. The CFAs strategies – diverse

as they are – lead to funding allocations that have played a vital role in enabling relevant CSO activities at national, regional and local levels.

However, the CFAs provide relatively little support to partners in analysing and strategising around inequitable power relations and transformative participation. More conscious efforts are possible in several areas, for example to integrate perspectives on inequitable gender relations, contexts of violence and citizen participation (beyond a focus on domestic violence alone). Deeper understanding of the political challenges faced by civil society and issue-based analysis of inequitable power relations could strengthen a more conscious implementation of the CFA policies on CSB. It could also help partners undertake more conscious strategising around 'spaces, places and power'. This implies more support for and closer dialogue with partners on critical analysis, systematising learning, and developing strategies.

Nevertheless, the largely positive conclusion becomes even more significant when put into wider perspective, by noting how the Dutch CFAs compare to other funding agencies. The CFAs offer funding based on partners' own strategies rather than project-specific funding. Such funding support is sometimes taken for granted in the Dutch development arena. It should be valued and reinforced. The nature of CFA funding is very significant for the civil society sector in each of the countries. Changes that reduce the current diversity of CSP-enhancing initiatives via reoriented funding allocations or strategies would have significant implications for the sector or individual organisations.

Recommendation 1

In view of the vital contribution made by the CSOs funded by the Dutch CFAs to enhance CSP and given the urgent challenges, the CFAs are strongly encouraged to continue the nature and focus of their support to CSOs towards this effect, while bearing in mind the other recommendations below.

CFA Policy, Strategy and Procedures in Relation to 'CSP'

All CFAs have articulated policies and strategies that discuss rights-based approaches and provide support for advocacy-oriented development initiatives that focus on the needs of marginalised groups. The core policies of all four CFAs, particularly those on CSB, offer ample scope to develop a portfolio of partner organisations and activities that can further civil society participation. They reflect an understanding of the importance of participation that addresses inequitable power relations as essential for achieving equitable development. These policies are coherent with the evidence of CSP-enhancing initiatives funded by the CFAs seen by the evaluation team.

Novib, Hivos and Cordaid have a longer history of this perspective than Plan Netherlands, whose recent shift during the evaluation period means that the country level work does not yet embody this shift. In practice, this has led to Cordaid, Hivos and Novib funding organisations for similar types of activities that make comparable contributions to CSP. No strong differentiated patterns stand out between these three CFAs, other than in the type of organisation and the thematic focus that each supports in-country. Plan's work is of a different nature, characterised by direct implementation and links largely with CBOs. The nature of this work is diversifying as Plan undertakes more partnerships with other NGOs and ventures into national level advocacy work. Furthermore, as Plan Offices formulate new Country Plans, it is reasonable to expect that these plans will reflect more rights-based thinking and action.

However, the five country studies and desk studies show that for all CFAs, CSP work could benefit from further clarification, development and more consistent promotion vis-à-vis partners. The CFAs should encourage more reflection on strategies for successful CSP work and on internal understandings of participation and power inequities. This implies more proactive engagement by CFAs with their partners on this topic. Solid participatory action from partners can only be expected if it is reflected within the CSOs' own thinking and processes. The in-country workshops showed the value of analysing CSO initiatives using the three dimensions of the power framework, in particular the dimensions of 'space' and of 'power'. The six domains offer more clarity about the CSP results that can be expected and what role CSOs should and could have in achieving these. This builds on but extends beyond the four dimensions of CSB to which the CFAs currently refer (cf. Biekart, 2003).

Furthermore, the evaluation team found that there is an important difference between having policy documents that reflect an awareness of power inequality and having this embedded within staff understanding and their implementation of procedures. All the CFAs need to work towards a more consistent and comprehensive understanding of how exclusion is created and sustained – and what options exist to overcome this – among those staff members who are making judgement calls in the implementation of its policies.

Recommendation 2
The CFAs must strengthen their capacity to undertake power analysis. This can help them underpin and make more consistent their policies, strategies and procedures vis-à-vis partners, paying particular attention to assumptions about social change and what can be expected of CSOs given the challenges of their operating environment.

Recommendation 3
The CFAs should take note of the 'emerging issues' (Section 4) and translate the observations into more consistent policies, strategies and partnerships, in particular seeking to understand better the context-specific challenges for CSP.

Success in enhancing CSP requires support at different levels, with diverse strategies and on multiple issues. The current diversity of investment by CFAs is important as this ensures that a wide range of interlocking CSP endeavours is supported. However, opportunities for cross-CFA and CSO coordination and partnerships at a strategic level are lost.

Recommendation 4
The CFAs are encouraged to identify more clearly opportunities for collaboration and coordination in-country for greater complementarity of efforts and mutual learning. This can be undertaken by using the 'place' dimension of the power cube framework and locating their own strategies and portfolio within this to identify significant gaps on issues of critical national importance.

Partner Relations in Relation to Civil Society Participation

The slow, uncertain, and fragile nature of progress towards enhanced 'civil society participation' is only possible with a clear vision on rights-oriented development, staying power and strategic flexibility on the part of citizens and their organisations. These qualities are also needed of the CFAs that support them. From this perspective, all four CFAs are viewed by CSOs as very positive funding agencies and partners. The CFAs are clearly committed to the broader endeavour of peaceful and democratic civic

societies, and provide long term core funding that sees partners and projects through difficult times and transitions. They are either steadfast in their vision of development as requiring sustained action to redress power inequalities, or strengthening this vision where it is incipient.

Nevertheless, further improvements in the CSO-CFA partnerships can be made, in particular providing more support on undertaking power analysis and on developing participatory culture, within the organisation and in society at large, to enhance participatory actions.

Recommendation 5
The CFAs are encouraged to invest more in processes for enhancing participatory (organisational) culture within the CSOs they support, as a critical component for strengthening the quality of the partners' participatory action.

Part of the answer to achieving a participatory culture lies in the depth of understanding of what makes for 'good participation' within CSP activities. This means paying attention to the understanding that CSOs have of participation in its transformative sense and how they can strategise consciously based on an analysis of inequitable power relations. The partners expressed interest in strategising with the CFAs with the power cube framework.

More thought is needed about the relationship between CFAs and CSOs beyond a funding one. The Dutch CFAs are appreciated by CSOs for guidance and programming support and, indeed, all CFAs profess to having partner relations that go beyond funding. Yet the partners also expressed a need for improvement on this issue for all the CFAs. While recognising the resource/staffing dilemmas involved in knowing how much direct dialogue and support to provide, the CFAs are urged to rethink what can be done to increase dialogues and strategic joint deliberations as part of their partnerships. This means working towards a better balance between autonomy and accompaniment (currently focused around procedures rather than strategic reflection).

Recommendation 6
The CFAs are encouraged to more rigorously support their partners in using power analysis to ensure optimal CSP strategies. This should aim to enable partners to be more (self)critical and strategic, based on their own visions of social change and given the operating environment.

The CFAs themselves are agents of change, which they recognise. In-country initiatives are largely limited to direct financial support to partners or for projects. The CFAs need to recognise their own power in-country in shaping and furthering agendas of their partner organisations and initiatives and act on this.

Recommendation 7
The CFAs are encouraged to explore more comprehensively their own 'agency' in CSP work, in particular, how they can further CSP agendas in-country through direct relations with donors and governments. This may mean expanding their current roles vis-à-vis partners.

The CFAs are appreciated for their flexible, programmatic and long term funding. This is critical for work on enhancing citizen and CSO participation, which requires structural change processes to tackle entrenched inequitable power relations. The CFAs should

maintain their flexible approach to funding over long time horizons. However, the phasing out strategies of Hivos and Cordaid can be improved.

Recommendation 8
Given the long term nature of progress towards social change, the CFAs are encouraged to review the implementation of their phasing-out processes with CSOs. This means ensuring that there is full clarity from the beginning of the partnership about the phasing-out process and that steps are taken to optimise the chances of sustainability of partners and their activities.

The country studies show that much more is happening in practice on CSP than is recognised by the partner organisations and by the CFAs. Very little reporting is occurring despite great learning potential for the CFAs with their partners, between the CFAs and between partners in-country on the challenges and strategies for enhancing CSP. Central in this is the importance of situated practice, which shapes and explains what happens and why.

Recommendation 9
The CFAs are encouraged to invest in learning initiatives that analyse and document CSP-enhancing initiatives. This needs to occur within the CFAs themselves, within the partner organisations, and between CFAs and partners. The manner in which lessons are shared and used should be constructed to ensure improved practices and wider uptake.

The team encountered a relative paucity of (clear) documentation by the CFAs and CSOs on citizen and CSO participation enhancing work. If CFAs (and partner organisations) are to make claims about 'enhancing civil society participation', then the question is on what basis such claims are made. The specific and significant methodological challenges for monitoring and evaluating social change work are recognised by the evaluation team.

Recommendation 10
The CFAs should improve their monitoring and evaluation of CSP work. This requires methodological innovation to deal with the complexity and context-specific nature of social change processes and building capacities and processes within the CFAs and partner organisations.

1 Introduction

1.1 Background to the Evaluation

This report is the synthesis of a five country evaluation commissioned by four of the Dutch Co-financing Agencies (CFAs) within the framework of their Co-financing Agreement with the Directorate General of International Cooperation: Cordaid, Hivos, Novib and Plan Netherlands.[1] The synthesis should be read in conjunction with the five country studies that constitute official outputs of the evaluation (Buchy and Curtis 2005, Gish et al 2005, Mukasa, Pettit and Woodhill 2005, Pearce and Vela 2005, and Perera and Walters 2005).

A specific interest in the theme of 'civil society participation' (CSP) resulted directly from the synthesis study on civil society building (Biekart 2003). As stated in the Preliminary Paper (2004), that study as part of the Synthesis Report of the Steering Committee triggered considerable debate within the CFAs and between the CFAs and their partner organisations.[2] It also led them to draft policy documents on civil society building (CSB). Several areas of further interest were identified, such as 'the role of women's organisations in civil society building', which was recently completed (Zuidberg 2004). The topic of this study 'civil society participation' was also identified, as was peace and conflict which was subsequently dropped and included indirectly in this study.

Three reasons led the CFAs participating in this study to choosing a focus on 'participation' (Preliminary Paper 2004):

- A shared interest in civil society participation as an essential part of civil society building;
- Further interest in exploring the fourth dimension of CSB as defined by Biekart (2003): 'Strengthening citizenship', with CSP deemed 'to offer good opportunities for looking at the concepts of citizenship and citizenship building';
- A more in-depth evaluation on processes of civil society involvement could help contribute to further policy development on CSB.

Given these exploratory and policy building needs, the CSP evaluation took on a largely formative[3] focus as per the DAC definition: 'an evaluation intended to improve

1 Throughout this document, where reference is made to multiple CFAs, they will be listed in alphabetical order. This says nothing about the quality of their work or about the extent to which they were scrutinised in the studies.
2 The logic of Plan International is markedly different from the other three CFAs, notably in that work is not focused around a portfolio of independent partner organisations. Instead policies are mainly implemented by Plan staff through national programmes and Country Offices, with varying degrees of collaboration with other national organisations. Hence the notion of 'partner organisation' for Plan Netherlands, refers mainly to the national Plan offices and to the many local organisations and groups with whom national offices work.
3 Summative evaluation: 'a study conducted at the end of an intervention (or a phase of that intervention) to determine the extent to which anticipated outcomes were produced.' (DAC 2002, p. 35). As 'civil society participation' is not a time bound set of objectives with related activities for any of the CFAs that had reached completion of a phase, this thematic evaluation is not a summative evaluation.

performance, most often conducted during the implementation phase of projects or programs' (DAC 2002, pg 23). It sought to understand how Dutch agency-funded work leads to different aspects of 'civil society participation', within the diverse violent and conflict-ridden contexts of the country studies. It did not seek to assess the extent to which a pre-determined programme of activities contributed to a set of goals, as CSP is not a formal policy or programme of activities aiming to achieve specific objectives of any of the CFAs involved. Hence this study reports on the implementation of an embedded concept and intentionality. Lessons were drawn from evidence, the nature of which is described in section 2.

The remainder of this section describes the core research questions (section 1.2) and the scope of the study (section 1.3). Due to its central importance in the analysis, section 2 describes in detail the power-violence cube that we adopted and adapted for our analytical framework in line with the CFAs' request. Section 3 summarises the contexts in which the work took place, indispensable as this is for understanding the examples of 'civil society participation' that were observed. Section 4 describes a set of emerging issues about the 'CSP landscape' as we observed it and related implications for the CFAs. This is followed in Section 5 by a detailed CFA-specific analysis based on the five country studies. Section 6 rounds off the synthesis report with CFA-generic and CFA-specific recommendations related to overall effectiveness, policies and procedures, and partner relations. Annexes 2 to 8 provides background information on the Terms of Reference, methodology, people and organisations involved, the evaluation team and documentation consulted.

1.2 Core Questions

1.2.1 Key aims and final questions

The participating CFAs formulated four objectives for this study (PP 2004, p. 13):

1 'to assess the relevance and quality of the CFAs' policies and strategies – including the quality of implementation- with regard to civil society participation;
2 to assess the relevance and effects of the interventions of the CFAs and their partners in this domain;
3 to learn from a systematic analysis of the experiences and results of partners in this domain;
4 to receive recommendations for improving and differentiating the CFAs' policies and strategies in this domain.'

The Preliminary Paper stipulated that the evaluation was to formulate the main research questions in terms of the relevance and effectiveness of the strategies of the CFAs with regard to 'civil society participation'. It should also look at which 'participatory spaces' are used by partner organisations to achieve their objectives, why they do so, what strategies they employed and how effective these were. It was expected that an analysis of the differences in the CFA strategies with regard to partner selection, intervention level, type of support, and their approach to (the four dimensions of) civil society building as a strategy to strengthen civil society participation, would offer the opportunity to deepen their insights on participation and citizenship, and the role of different types of CSOs.

This intention led the evaluation team to formulate the overarching question and five sub-questions during a joint methodology design workshop in November 2004 as follows:

> 'How do CFA polices, strategies and procedures increase and strengthen the participation of citizens and civil society organisations (CSOs) in decision-making processes, and create and re-enforce conditions to this effect?'

1 What is the relevance and quality of CFA procedures, strategies and policies for increasing and strengthening the participation of citizens and CSOs, as specified in the Preliminary Paper, in decision-making processes (e.g. partner choice, intervention level, and diverse domains of intervention – state, market,[4] CSOs) ?
2 How do partners view CFA strategies, policies and procedures in terms of increasing and strengthening the participation of citizens and CSOs in decision-making processes?
3 What types of 'CSP' activities are being carried out by the CSOs, and what is the relationship with CFA policies, strategies, and procedures? What is the quality and relevance of implementation?
4 For those CSOs providing resources to others, what is the relevance and quality of their procedures, strategies and policies for increasing and strengthening the participation of citizens and CSOs in decision-making processes?
5 What lessons can be identified for each CFA to improve its support in the area of CSP?

During the country studies, questions 1, 2 and 3 received much emphasis (see Sections 4 and 5). Question 4 was irrelevant for a considerable number of partner organisations and unfeasible to investigate within the time available for this evaluation.

The nature of this evaluation is cross-cutting hence answers to these questions are present in several sections. All the questions are dealt with in Section 5, in which each CFA is discussed in terms of three areas: intervention logic, portfolio, and overall effectiveness (based on an analysis of policy coherence, relationship with partners, and how participation and power are addressed by the CFAs). Lessons are offered in Section 4 in the form of eight emerging issues and in Section 6 in the form of recommendations (generic and CFA-specific).

1.3 Scope of the Study

The Terms of Reference (TOR) (see Annex 1) stipulated that country studies would take place in Uganda, Colombia, Sri Lanka, Guinea, and Guatemala (see Table 1). The evaluation did not seek to analyse work funded by the CFAs above the country level, i.e. regional or global initiatives.

In each of the five countries, different CFA configurations exist. Where multiple CFAs were present, thematic foci has been suggested by the Steering Group to help streamline the analysis (see Section 2 and Table 1 below). In the methodology design phase, it

4 Due to the CFAs' intention to undertake a separate thematic programme evaluation of (sustainable) economic development, the CSP evaluation was told not to emphasise the link between economic development and CSP.

was agreed with all the CFAs that these were not mandatory but suggested themes: 'Cluster of *possible* research themes... The necessary further delineation of the research themes in relation to the country context will be elaborated in the Terms of Reference of the individual (country) evaluations, *in consultation with the main researcher*' (p. 19, Preliminary Paper, emphasis added).

Table 1 – Proposed and actual thematic focus in Uganda, Colombia and Sri Lanka

	Uganda	Colombia	Sri Lanka
Original suggested themes (ibid)	• decentralisation/local governance • PRSP • civic education • access to basic services	• local governance • voice of citizens • children in local structures (amongst others in relation to peace initiatives)	• peace process, reconciliation, in relation to citizenship
Final themes	• civil society participation in the PRSP • decentralisation • service delivery • civic education • gender	• geographic focus due to importance of localised political and social dynamics and challenges	• peace and reconciliation • plantation workers' rights

In Colombia, the team focused on geographically located examples of CSO responses, as the regional dynamics of democracy and violence were, it felt, a stronger determinant of civil society participation than a thematic focus. In Uganda 'gender' as a theme was included as much relevant civil society work had been undertaken that was funded by the CFAs, while in Sri Lanka, the theme of plantation workers' rights was added as it represents an important part of Cordaid's work. Table 1 summarises if and how themes shaped the fieldwork. Guinea and Guatemala had no thematic focus as such due to the presence of only one CFA.

To help delineate the scope of the study, given the large number of initiatives and partner organisations potentially involved, the evaluation team asked those CFAs who work via partner organisations (Cordaid, Hivos, and Novib) to rank all the in-country partners that were operating during the programme period that will be evaluated from 1 to 3. The rankings were expected to help us come to a selection from the hundreds of CSOs potentially eligible for study. The rankings were defined as follows:

- Rank 1. Relevant for civil society participation *and* working on suggested themes (see Table 1);
- Rank 2. Relevant for civil society participation *but not* working on suggested themes; and
- Rank 3. Not relevant for civil society participation, but part of the in-country portfolio.

The ranking process was understood slightly differently by the CFAs and their respective desk officers, leading in particular to differences with the ranking for Hivos' Guatemala work[5] and considerable difficulties in obtaining information for Cordaid's Uganda programme, while Cordaid's Colombia ranking was adjusted following more reflection

5 The difference in ranking in Guatemala was a result of only one CFA being investigated there and thus there being no need for common CFA themes. In Guatemala, the Hivos staff member used a ranking of 1 to 3 to indicate gradations in CSP relevance, from 'most relevant' to 'least relevant'.

on the three ranks. Hence, the ranking and related data (see Table 2) only serves to obtain a general idea of those partner organisations most relevant for this evaluation. The original TOR stipulated the evaluation period as being 1999 to 2003. Given that all the CFAs, except Hivos, had made sometimes considerable policy strategic changes in the 2000 – 2002 period that were relevant for the CSP theme, we elected to include more recent policy and strategy documents, as well as some partner organisations to stretch our perspective to include the year 2004.

The evaluation encompassed a total portfolio consisting of 332 partner organisations and 765 contracts for Hivos, Novib and Cordaid. In addition, Plan's country-based work was examined, focusing on CSP-related activities as a cross-cutting theme and not exclusively on those activities covered by funding released under the CFP agreement. Table 2 summarises the in-country portfolios of Cordaid, Hivos and Novib in terms of partners, contracts and level of funding over the evaluation period, plus what percentage were involved in the country studies. Plan-related data is limited to total funding as other data are not applicable, given the different nature of its organisational and implementation logic.

TABLE 2 – Overview of Scope of the Study (1999-2004)

CFA	Total no. of partners	No. of relevant[a] partners	No. of partners involved[b] in study (%[c])	Total no. of contracts	No. of contracts with relevant partners	No. of contracts with partners involved in study (%)	Total CFA funding to partners (€ 000)	Total CFA funding to relevant partners (€ 000) (%)	Total CFA funding to partners involved in study (€ 000) (%)
Uganda									
Cordaid	61	47	12 *(26%)*	135	70	28 *(40 %)*	23,149	20,913(90%)	8,030 (38%)
Hivos	54	32	12 *(38%)*	128	68	34 *(50 %)*	16,141	8,023 (50%)	5,088 (63%)
Novib	20	12	8 *(67%)*	53	27	21 *(78 %)*	19,653	11,578 (59%)	9,757 (84%)
Plan	n.a.[d]	n.a.	n.a.	n.a.	n.a.	n.a.	18,405[e]	n.a.	n.a.
Colombia									
Cordaid	36	24	9 *(38%)*	86	70	29 *(41 %)*	13,974	11,990 (86%)	5,840 (49%)
Novib	35	21	11 *(52%)*	76	43	25 *(58 %)*	15,004	9,410 (63%)	3,643 (39%)
Plan	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	41,421[f]	n.a.	n.a.
Sri Lanka									
Cordaid	43	29	20 *(69%)*	78	42	30 *(71 %)*	4,982	2,627 (53%)	1,999 (76%)
Hivos	38	34	13 *(38%)*	86	76	36 *(47 %)*	17,994	16,853 (94%)	5,842(35%)
Guinea									
Plan	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	17,714[g]	n.a.	n.a.
Guatemala									
Hivos	54	51	16 *(31%)*	123	118	42 (36%)	14,512	14,164 (98%)	6,934 (49%)
TOTAL	332[h]	*243*[h]	*98*[h] *(40%)*	*765*	*514*	*245 (48%)*	*202,949*	*95,558 (47%)*	*47,133 (49%)*

[a] All those partner organisations/ contracts ranked 1 or 2; [b] 'Involved' refers to those included in the evaluation; [c] % is in relation to data from previous column; [d] Not applicable. This breakdown cannot be made as Plan operates fundamentally differently through Country Offices implemented via/with hundreds of community-based groups and committees.; [e] From the Country Strategy plan (pg 98) 1999-2003 ($22,135,111). Exchange rate used September 2005; [f] From the Country Strategy plan (pg 22) 2000-2004 ($49,700,000). Exchange rate used September 2005; [g] From Country Project Outlines 1999-2004 ($21,320,100). Exchange rate used September 2005.; [h] Some partners are funded by more than one CFA hence overall partner total and totals per CFA/country differ.

2 Analytical Framework and Methodology

2.1 Cornerstone Concept – 'Civil Society Participation'

The concept of 'civil society participation'[6] as used by the evaluation team was defined in broad terms as:

> *Participation of poor and marginalized citizens and civil society organisations in decision-making processes that affect their lives and rights, and creation and reinforcement of conditions to this effect* (Doorn material, p. 13).

Unpacking this concept into language that would facilitate recognition of CSP during the country-level work led the team to place inequitable power relations at the centre and look for 'changes that represent started, increased, deepened, claimed participation in decision-making processes that affect poor and marginalized women and men's lives and rights and/or creation, opening, widening of spaces to this effect, by poor and marginalized citizens, and/or by civil society organisations with or on behalf of these citizens' (Doorn material, p. 13). The evaluation team recognised that these changes can take place in different spaces, at different places, and within different power and violence dynamics.

Conceptually, the evaluation is dealing with a term that has evolved from several streams of thought and practice,[7] and thus encompasses myriad possible interpretations. Understandings of participation most commonly originated around concerns to involve the beneficiaries or end users in designing and implementing projects that were to affect their lives, with the aim of making such projects more relevant and more sustainable. Although some aid agencies have always viewed participation through a more radical and political lens, for others it was the rise of rights-based approaches that shifted participation from an instrumental to a political meaning: the right to participate is seen as the right to claim all other rights. Thus rather than thinking of people as beneficiaries, they are understood as citizens, not in the sense of a certain group of people with formal membership of a particular nation state, but as all individuals with inalienable rights that only become effective when claimed through individual or collective action.

Civil society can be understood in a multitude of ways (cf. Edwards 2003, Howell and Pearce 2001). Aid agencies tend to see it as the 'third sector', the aggregate of formally constituted not-for- profit associations or organisations which people join voluntarily, and that can be distinguished from state institutions and market institutions. Some stress the social capital aspects, thus including in their working definition, 'civil society organisations' that are not concerned with the wider decision-making processes

6 The CFAs defined it as 'the opportunities of citizens – and more specifically of poor and/or marginalised citizens – and the organisations that represent them or can be considered their allies, to actively participate in and influence decision-making processes that affect their lives directly or indirectly. Participation includes 'agency', e.g. taking initiatives and engagement.' (Preliminary Paper, p. 6-7)

7 With thanks to Ros Eyben for this and the subsequent paragraphs that draw on team discussions in May 2005.

in their societies, such as football clubs and music groups. Others link the concept to the good governance agenda, emphasising the significance of civil society's role in holding the state accountable and the value of associational life as a key step to political empowerment. Thus, civil society building can be understood as an essential contribution towards social justice, democracy and social cohesion.

When talking about civil society building, the Dutch CFAs refer to it as defined in Biekart's study (2003, p. 15):

- strengthening organisational capacities (of both formal and informal organisations) in civil society;
- building up and strengthening networks of, and alliances between, social organisations (both within and between the various sectors);
- building up and strengthening capacities for (policy) advocacy, with the aim of strengthening vertical intermediary channels between civil society and the state and/or the market;
- strengthening citizenship, social consciousness, democratic leadership, and social and political responsibility, with the aim of increasing participation of citizens in the public sphere.

Strictly speaking, in this wording, these activities could be viewed as apolitical and neutral in terms of improving the lives of the poor and marginalized, although the last one includes the notion of democracy and consciousness. Adding a power-focused analysis to this set of activities can lead to an understanding of CSB and CSP as mutually interacting processes of citizens' collective and organised action, in pursuit of wider societal change as well as for their own interest.

Thus, as 'civil society participation' is a concept subject to multiple interpretations which does not necessarily imply a concern for poor, marginalised citizens and the organisations that represent them, the evaluation team qualified CSP in terms of its role in society in terms of addressing inequalities:

> 'More active forms of citizenship and engagement by civil society organisations with institutions that affect their lives such as market and state will contribute to deepening democracy and greater economic justice. Through the deepening of democracy and lessening of economic inequality we also think we can contribute to greater security and peace.' (Doorn material, p. 2).

2.2 The Power (Violence) Framework

Central to the evaluation methodology is the 'spaces, place, power' framework as developed by the Institute of Development Studies (Preliminary Paper, p. 15) (Cornwall 2002, Gaventa 2003) and which was stipulated by the Steering Committee. The framework offers ways to examine participatory action in development and changes in power relations by and/or on behalf of poor and marginalised people. As Gaventa says (2005, p. 3):

> 'Despite the widespread rhetorical acceptance of participation, rights and deepened forms of civil society engagement, it is clear that simply creating new institutional arrangements will not make them real and will not necessarily result in greater inclusion or pro-poor policy change. Rather,

much will depend on the nature of the power relations which surround and imbue these new, potentially more democratic, spaces.'

Thus the 'power cube framework' was selected by the CFAs with the expectation that more specific insights could emerge about the broad notion of 'civil society participation' by breaking it down in three analytical dimensions: space, place and dynamics of power (see Figure 1). This framework understands power 'in relation to how spaces for engagement are created, the levels of power (from local to global), as well as different forms of power across them' (ibid, p. 2). By using this lens on citizen action, there is potential to assess the possibilities of transformative action by citizens and how to enlarge these.

In the framework, the dimension of *'places'* refers to the levels on which participatory action is focused or where it occurs:

- Local – e.g. household, district, sub-county or municipal level fora and councils;
- National – e.g. national alliances and fora, consultations, parliament;
- International – e.g. global alliances, global governance institutions.

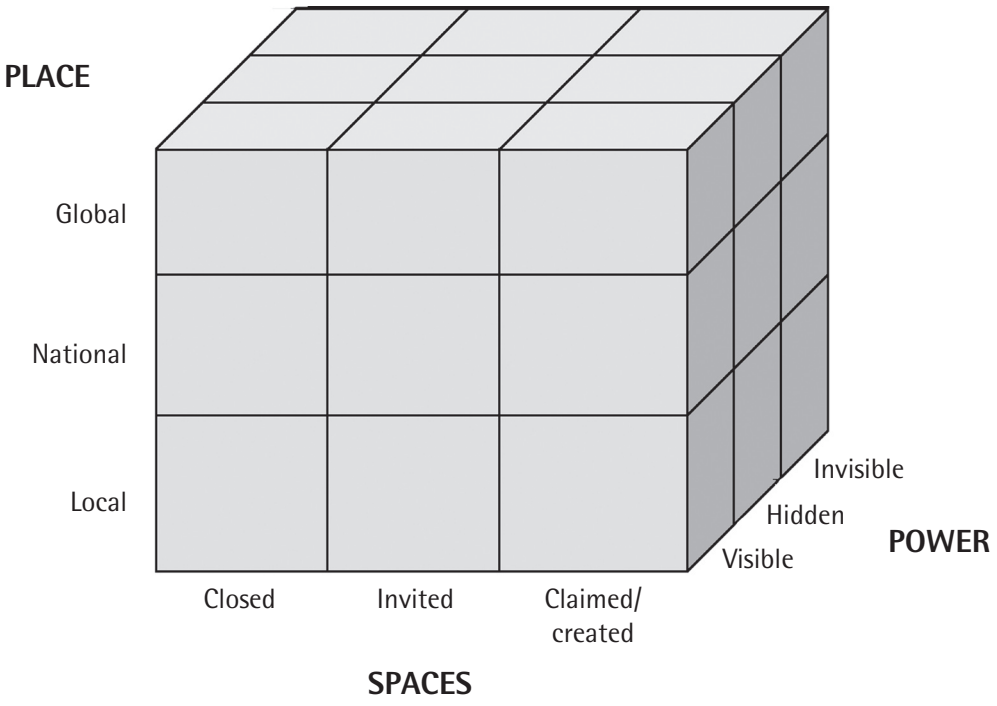

FIGURE 1 – The 'space, place, power'[8] framework

'Spaces' are understood to be spaces of engagement filled by power of varying kinds, visible and invisible, including knowledge and discourse. Thus, a 'space' is an arena, process or mechanism within which people communicate about issues, share information, make decisions and take actions, or in which civil society (people and organisations) seek to have influence on decisions which affect their lives:

8 Gaventa's paper (2005) produced within the context of this evaluation discusses possible terminology adaptations.

- Closed spaces – official or unofficial spaces to which only certain people or interest groups are invited, and others are excluded;
- Invited spaces – formal or informal spaces in which powerful officials invite people or organisations to be consulted or to make their views known;
- Claimed spaces – formal or informal spaces created by those who seek to have greater power and influence.

Power dynamics are played out within spaces in each place in various ways, with participatory activities relating to different aspects of empowerment. VeneKlasen and Miller's (2002) terminology is used to distinguish three ways in which 'participation' can affect power relations:

- Visible power – the ability to influence formal decision-making processes, with power as 'agency' openly held and used by people and interest groups and empowerment being the having a voice and influence in formal processes;
- Hidden power – setting the agenda behind the scene, exclusion of others, mobilisation of bias and interests to shape agenda and outcomes, with empowerment being the ability to influence what appears on the agenda.
- Invisible power – deeper social conditioning, culturally embedded norms, effects of knowledge, ideology, worldviews, what is considered within the realm of the possible, with empowerment relating to self-esteem, power within, changes in cultural norms.

Due to the choice of war torn, (post)conflict and fragile peace countries for the evaluation, this framework was supplemented by an explicit look at how violence shapes the potential for civil society participation (Pearce 2004). The situation of spaces in such contexts adds to the cube a potential dimension of violence either as 'internalised fear/aggression' within it or 'externalised threat/force' outside it.

The construction and widening of participatory spaces for the pursuit of social change agendas becomes much more problematic in such contexts but also more urgent. Participation forces a focus on alternatives to violence as a means of achieving social change and addressing grievances. The idea of 'civil' as opposed to 'uncivil' society also encourages reflection on which elements of associational life favour 'civil' outcomes that might promote collective goals through non-violent means and which remain committed to particular interests and ends with little discrimination around means. Over the last decade the rise of mafias and private armed groups in many regions of the South, besides forms of State oppression, highlights the discussion about which values are worth fostering in the arena of civil society and which are antithetical to its 'civil' dimensions. In relation to this evaluation, the task was to bring a perspective on conflict dynamics to our understanding of CFA policies, strategies and partner organisations.

During the evaluation, the power/violence cube proved very useful for 'discussing deeper level issues of power and strategies for advocacy, such as choosing when and how to engage in different spaces' (Uganda report). The teams used the framework in different ways with interviews and workshops:

> In Sri Lanka, the team used a visual approach, illustrating the concepts of 'closed, invited and claim spaces' through popular diagrams …then used in focus group workshops to initiate discussion among civil society organisations and participants on the kinds of spaces in which they engage, and the dynamics within them. In Colombia, the research team used an even more open-ended approach, in which the concepts were only broadly presented, and participants in

> the workshops developed their own categories within them .... In Guinea, the team ... did not use the power cube explicitly in its entire sense, but 'used bits and pieces of it at different moments; sometimes we were talking about the spaces, sometimes in on the moment we were talking about the places and at another moment we were tried to discuss some of the power and the violence issues.' In the case of Guatemala ... new insights were developed about the kinds of spaces in which groups engaged, and those could then be used to categorize and analyze the overall profiles of the CFA grantees. The Uganda team used the overall framework at national and district level workshops, as well as in interviews...' (Gaventa 2005, p12-13).

The applications in the five countries also led to the identification of some limitations (see Gaventa 2005). While its main value being to stimulate more critical reflection about relationships, power shifts, and strategies, the 'power cube framework' did not lend itself to being used as a checklist for locating organisations or their activities. While strong to help understand relationships of power in each context, the dynamic reality of work by the CFAs' partners showed ongoing movement across spaces and places. Furthermore, it became clear that the 3x3x3 dimensions did not fit with often more complex local realities, with more levels and spaces in which CSO activities were located. The addition of a 'violence' perspective led the team to some observations on how violence shapes spaces of participation and forms of power, but also how violence works as a form of power. Other reflections on the relative merits and limitations of the 'power cube' can be found in Gaventa 2005.

2.3 Building Blocks of the Evaluation Methodology

The evaluation consisted of six components, with a range of outputs (see Box 1):

- Component 1 – Orientation/Methodology Design Workshop (November 2004)
- Component 2 – CFA desk studies (September 2004 – December 2005)
- Component 3 – In-country research, dialogues, writing (January to April 2005)
- Component 4 – Cross-comparative analysis workshop (early May 2005)
- Component 5 – In-house dialogues with the CFAs (June – Sept 2005)
- Component 6 – Finalising the synthesis report (draft in June/final end Sept 2005).

BOX 1 – Outputs of the CSP Evaluation

- Short conceptual papers on the IDS power cube framework and Pearce's work on (post) conflict contexts and implications for civil society building
- Four CFA desk studies articulating the intervention logic, underlying assumptions of social change and the aid relationship vis-à-vis the CSOs being supported
- Five country studies that assess the local CSO environment and challenges, a sample of the CSOs being funded, and views of citizens on changes brought about (in part) by the CSOs, plus a critical assessment of the relevance, effectiveness and strategic clarity of the CFA investment
- Dialogues in the four CFAs on each of these outputs, facilitated purposively to identify the in-house implications for the civil society building policies and funding strategies

2.3.1 Desk Studies

The *desk studies* aimed to look at the formal organisational policies and strategies of the four CFAs to identify their espoused theory, or intervention logic, as compared to their theory-in-use, or practice vis-à-vis the partners they support.

Four themes are discussed in the short desk studies (see Guijt 2005a, 2005b, Walters 2005; Woodhill 2005). First, a brief description is provided on the basic facts, focus of work and ways in which the CFAs work. Then, based on a reading of core policy documents and some interviews, the desk study offers an interpretation of the organisation's definitions of civil society, CSOs, CSB and CSP, focusing on how the CFAs perceive their identity, role and purpose in relation to CSP, where possible, or otherwise CSB. The third section focuses on the core logic and operational policies of the organisation and how the 'civil society participation' concept is placed within that. The desk studies conclude with an initial glance at the portfolio of partners in the countries where the CFAs wish their programme to be evaluated, and where possible some observations in relation to the power cube framework. The desk studies were shared with the CFAs for feedback, which was incorporated.

2.3.2 Portfolio Analysis – Intentions and Practice

The *portfolio analysis* was intended to be based on basic data provided by the CFAs with a partner logic (Cordaid, Hivos and Novib), to be provided by early September 2004, so that an informed selection of partner organisations could be made for the country studies. It was also hoped that an overview could be provided of how the full set of partners (and contracts per partner) looked in relation to the 'spaces, places, power' dimensions of the analytical framework. The portfolio analysis was supposed to occur at three levels:

- a general scan per country of all CSOs funded per CFA;
- those identified as central to the CSP theme (ranked 1 and possibly some ranked 2 by CFAs);
- a limited number of case studies to focus on during the fieldwork.

In practice, the portfolio analysis did not provide the desired information on time for the selection for the fieldwork, nor did it facilitate analysis of the power framework. As regards usefulness for the fieldwork, misunderstandings about the ranking process (see section1.3) led to some confusion about the data and time lags. Some information was provided per partner organisation, while others provided it per contract. Furthermore, the final number of partners/contracts for the entire evaluation period proved very substantial (full data becoming available after the evaluation was designed), making the portfolio task larger than initially estimated.

As regards the power cube framework, much information anticipated as of value for the portfolio analysis was too difficult and/or time-consuming or not possible to extract from project documentation, notably insights in relation to the power framework. During the fieldwork, time constraints prohibited the inputting of additional data into the database (related to the power cube framework, amongst other data fields), with all time being needed for interviews, workshops, travel and report writing. Furthermore, the fieldwork showed that there is a fluid occupation of the space and place dimensions of the framework. Hence, an allocation of a particular partner organisation to a particular location in the framework would have done a disservice to the range of work they undertake.

In summary, the original intentions of the portfolio analysis did not materialise as expected. The database only allowed for a basic tabulation of partners and contracts, based on rankings – which are only very rough indications of their relevance for this evaluation.

2.3.3 Fieldwork – Intentions and Practice

A preparatory workshop in the Netherlands in November 2004 led to agreement on the core concepts, purposes, interview questions (see Annex 7) and documentation formats for the *fieldwork*, the desk studies, contextual analysis, plus clarity on the selection criteria for partner organisations.

During the preparatory workshop, it was agreed that, while the core questions (see section 1.1) were critical, as was the exploration of 'space, place, power', the list of interview questions (see Annex 7) was too extensive to explore with each partner organisation. These questions were viewed as 'guiding' the interviews and workshops. Thus the in-country teams used some discretion as to which sub-questions to pursue in interviews, workshops and field visits. This was also necessary due to the different CFA configurations that each team faced, and thus the number of CSOs to involve and geographic distance to cover. This put much time pressure, for example on the Uganda team who were dealing with the largest set of partner organisations and the most complex comparative analyses as all four CFAs were involved.

The teams had the following days (per team member) physically in each country: 17 days in Uganda, 20 days in Colombia, 17 days in Sri Lanka, 13 days in Guinea, and 14 days in Guatemala. In all countries, the fieldwork consisted of five elements:

- In-depth, semi-structured interviews with CSOs;
- Field visits and community based group discussions;
- Workshops;
- Documentation review;
- Contextual interviews.

Some variation occurred as to the emphasis of each element (see the country reports for full details). For example, in Sri Lanka, workshops and documentary review formed the key sources of information, while in Colombia field visits and focused interviews with CSOs comprised the main source of insights on 'situated practice'.[9] The largest variation occurred in the extent to which conflict dynamics and violence shaped the analysis. This perspective was most present in the cases of Colombia and Guatemala. These variations did not significantly alter the general analysis from each country study (see Table 3) and in this respect did not hamper the distilling of insights for the synthesis.

9 Practices undertaken in a particular context and involving particular actors that bear the traces of that context and the positionality of that particular actor or need to be understood with reference to that context/that actor's own position.

Table 3 – Aspects addressed in each country study

Country plus CFAs assessed	Aspects addressed to enable observations on CFA effectiveness
Uganda (Cordaid, Hivos, Novib, Plan)	• Identify key national challenges in relation to CSP • Identify CSO responses via CSP initiatives in relation to a set of critical challenges • Analyse how initiatives address 'power, space, place' • Discussions with 'one level down' with a limited number of CSOs • Additional views from non-partners on context
Colombia (Cordaid, Novib, Plan)	• Identify national and local challenges for CSP in six areas • Identify CSO responses via CSP initiatives to critical challenges in six geographic areas • Analyse how initiatives address 'power, space, place' and how violence shapes responses • Discussions with 'one level down' • Additional views from non-partners on context
Sri Lanka (Cordaid, Hivos)	• Identify national challenges in relation to CSP • Identify CSO responses via CSP initiatives in relation to key challenges • Analyse how initiatives address 'power, space, place' and, to some extent, how violence shapes responses • Discussions with 'one level down' for a limited number of CSOs • Additional views from non-partners on context
Guatemala (Hivos)	• Identify national challenges in relation to CSP • Identify CSO responses via CSP initiatives in relation to key challenges • Analyse how initiatives address 'power, space, place' and how violence shapes responses • Four in-depth cases (each dealing with a different theme) • Discussions with 'one level down' for in-depth cases • Additional views from non-partners on context
Guinea (Plan)	• Identify national/ (sub-national) regional challenges in relation to CSP • Identify CFA response via CSP initiatives to challenges via in-country projects and through NGO/CBO partners • Analyse how initiatives address 'power, space, place', and, to some extent, how violence shapes responses • Discussions with 'one level down' • Additional views from non-partners on context

2.3.4 Partner Selection Criteria and Process

Given the hundreds of partner organisations that were active and CSP initiatives that took place during the evaluation period, this evaluation is clearly illustrative of CSP – and not representative of the diversity of civil society participation efforts supported by the CFAs. Seeking some measure of uniformity in the selection of partners would facilitate the coherence of CFA and country-based analyses, and therefore could aid the synthesis study as a whole.

However, a rigidly constructed set of selection criteria would mean denying the real diversity of CSP that we know exists in the types of partners, activities, sectors, geographic locations, and so forth. Too stringent an *a priori* limitation of the types of CSOs to select would detract from the very intention of mapping out the diversity of CSP activities. Hence, consistency is not to be found as much in ensuring precisely uniform selection criteria across each country, but in using the same lens and criteria to look at partner organisations, their activities and relationships.

Seven criteria shaped the CSO selection from the country-CFA portfolios:

1 an even distribution across CFAs;
2 an equal selection from five countries;
3 thematically focused per country, where the team feels these are useful and are relevant given the portfolio (see section1.3 above);
4 even distribution across different 'places' as per the power framework (based on basic prior knowledge of selected CSOs);
5 even distribution across spaces' as per the power framework (based on basic prior knowledge of selected CSOs);
6 encompassing diversity of organisational types;
7 longevity of relationship with CFA, so not including very recent partnerships or those that ended in 1999 or early 2000.

Not all these criteria proved equally easy to determine. For example, that of 'spaces' was not possible to obtain from the partner documentation as had been assumed. In practice, the selection process was more complex, as partner organisations or CSP initiatives were examined with different degrees of detail and not all those initially selected were able to participate or simply did not attend despite confirmation of invitation to workshops. Partner organisations and CSP initiatives were examined in four ways: documentation review, workshop participation, meetings/interviews, and/or field visits. The country reports provide full details of this.

2.3.5 Dealing with Effectiveness

Being able to show effectiveness of funding is a prime concern of the CFAs. Following the DAC definition, assessing 'effectiveness' would have required assessing the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance' (DAC 2002, p. 20). Given that none of the CFAs has a defined programme of activities known as 'Civil Society Participation' with specific objectives and that each partner organisation will have different conceptions of broad 'civil society participation' objectives being pursued, an adjusted interpretation of effectiveness was constructed. Within the context of this largely formative evaluation, the evaluation team sought to understand the contribution of CFA support in furthering civil society participation in-country through their distinct strategies and partnerships.

Another consideration particular to the CSP theme affects that extent to which 'effectiveness' can be assessed in unequivocal terms. The adage of 'two steps forward, one step back' quite accurately describes progress in the realm of civil society participation. The nature of the social change processes in which the CFAs and their partners are engaged is long-term, stretching over decades and subject to ongoing resistance, and therefore dynamic. For this reason it is with caution that any evaluation can pronounce on 'effectiveness' in any of these contexts at any given moment. For example, the advances of CSOs in Uganda in gaining the respect of the government are under threat by the NGO Bill and the increased threats towards NGOs in Guatemala can undermine the political space that has been created and conquered with difficulty.

Given these considerations, effectiveness in the context of this thematic evaluation was constructed at two levels.

First, the evaluation sought to assess how effective the CFAs' policies, strategies and procedures are in supporting relevant CSP-related work in countries via their partner organisations. This question was undertaken by looking at a range of policies and strategies for each CFA, looking at their selection criteria and processes, examining their portfolio of partners, and asking partner organisations about the CFAs[10]. The insights related to the findings can be found in Sections 4 and 5. Section 6 summarises the evidence that was found, which is largely favourable.

Second, the teams examined a selection of partner organisations and CSP initiatives in which they are engaged, to take stock of their effectiveness in implementing these initiatives. By looking at these organisations and their initiatives through interviews with staff, workshops, documentation review and where possible, triangulation with other actors, the teams came to observations on the relevance, timeliness, strategic nature and results of their work. The country reports contain many examples of important advances obtained through the efforts of the CFAs via their partners. Section 5.5 offers a number of salient examples of effective work by the CSOs, with CFA support.

The partner organisations' views of the CFAs were sought, as was a verification of the partners' contribution towards CSP. Objectivity of observations was sought by triangulating partners' own views, those of other organisations, documentation review, and seeking perspectives 'one level down'. The teams sought to triangulate claims about CSP effects one level lower than the level of the claim. Hence a national level membership network meant talking with some of the network members, while a CBO means interacting with a number of members of the CBO and citizens. The 'one level down' verification was possible in all countries but not for all CSOs. It was less extensive in Uganda due to the fact that the team had to look at all four CFAs and several themes. In some cases, verification occurred through workshops, field visits, interviews with additional informants, and documentation. The country reports detail how each CSO was examined and what sources of information were sought.

It was not the intention of this evaluation to assess how citizens in each country feel that any 'enhanced civil society participation' has resulted from CFA-funded support to CSOs. This would have implied constructing a fraught line of attribution of CFA funding that would venture well beyond the scope and resources of this evaluation. The evaluation team was also not requested to undertake a comprehensive assessment of the effectiveness of all civil society participation enhancing activities of all the CSOs supported by the CFAs. To answer this question, (much) more time and more CSP-focused reporting from the CFAs would have been needed. The dimensions of CSP that emerged from this study (see section 4.1) might provide a frame for monitoring partner organisation activity with respect to enhancing civil society participation.

10 Ten days was available for each CFA for this, including documenting the desk study, creating a database and entering information on 790+ contracts and 335 partners.

3 Country Contexts

The potential for civil society participation to manifest it itself is strongly influenced by political, cultural, economic and historical contexts. In all countries involved in the study, the history of protracted violence and/or restrictive political regimes shape what kind of participation occurs at different levels and in diverse spaces. A focused context analysis in each country provided initial insights into the challenges for and development of civil society. This section summarises these contextual analyses, thus providing a backdrop against which to explain the CFAs' responses and effectiveness (see Section 5).

3.1 Colombia[11]

Two contradictory truths exist in the Colombian context that must be considered in the task of strengthening the role of citizen and civil society participation in decision-making: the existence of formal state institutions and the de facto character of power within them. Although the Colombian state does not have an effective presence in large parts of the country, the state institutions that function are relatively strong compared to war-torn states in other parts of the global South. However, while some individuals may struggle to turn institutions into modern and professionalized instruments of legitimate state authority, a multiplicity of other forces work in the contrary direction.

State institutions are imbued with corruption, patriarchy and clientelistic relationships. Colombia has, therefore, a formal institutional structure but power is mostly exercised in a profoundly non-democratic and personalistic way. Drug traffickers and armed actors have penetrated this paradoxical institutionality, eroding it further in many parts of the country – and now seek to maintain their new status quo. The last twenty years have also seen the rise of armed right wing groups, known as self-defence or paramilitaries, who are supported by landed elites, drugs traffickers, politicians and sectors of the state security forces. These groups now occupy many urban and rural territories, where they act as a force for coercive social and political domination and economic extortion (see Box 2).

Colombia has been at war for four decades,[12] a war with distinct territorial dynamics and regionalisms. Although war and violence create very difficult challenges for efforts to strengthen participation, they do not determine all participatory dynamics in Colombia. It closes and restricts spaces for participation but in certain circumstances also triggers participation against violence and armed actors. A condition for which one of these impacts is most likely is the extent to which the 'social fabric', the web of social relations and trust which underpins them has been broken by violence and

11 Based on *Estado de la Participación en Colombia* by G. Vela, Annex 5 of Colombia Country Study, J. Pearce and G. Vela (2005).
12 Assuming the founding of the Revolutionary Armed Forces of Colombia (FARC) guerrilla movement in 1964 is taken as the starting point of the contemporary armed conflict.

terror. Participatory action for change becomes very difficult when social relationships have been so violently broken. CSOs and the Church are often the only organisations/ institutions in many parts of the country which can help reconstruct this social fabric. However, it is not just war which has disrupted and destroyed social relationships, it is the everyday violence which still costs the lives of many in Colombia and forces others to live in fear and silence. Learning to live with violence and to tolerate high levels of violence has a long term impact on social relations. Notable in the course of the field visits was evidence of high levels of intra-family violence and sexual abuse.

BOX 2 – Regionalism in Colombia and CSP Potential[13]

- *Sincelejo* was once the heartland of one of Latin America's strongest peasant movements and a powerful civic movement. Today, these movements have been decimated and the local government has lost credibility. Many social leaders have been assassinated and the paramilitary, with support of local cattle ranchers and local political elite, now control the municipality socially, economically and politically. Related corruption, even more than violence, negatively affects poverty and citizen participation. Sincelejo also deals with thousands of displaced persons from the violence in the surrounding regions. NGOs must keep a low profile, relying on local trust to inform them when it is safe to go into certain areas. The only institution which maintains some room for manoeuvre is the Church.
- By contrast, *Medellín* is enjoying one of its most innovative moments following the election of an independent mayor, transforming what was until recently one of the most violent and corrupt cities in the world. Local CSOs have played a central role in this and, in turn, need the active support of a legitimate political authority – which they now have. Medellín is home to some of Colombia's historic NGOs that were critical in the social mobilisations that led to the National Constituent Assembly which agreed the 1991 Constitution. Since 1991, Medellín has also seen innovation with participatory planning. The city illustrates that spaces for participation are never quite open and never quite closed. There is evidently room for manoeuvre and for process that enables CSOs to accumulate experience, which are then optimised when spaces open up. Yet Medellín also faces many challenges, including various armed groups who try to use the budget process to promote their own projects and the ongoing poverty and marginality.
- *Antioquia*, and in particular its Western region, is one of the most violent and most militarized Departments of Colombia. It has, however, witnessed an interesting counter process of building a sense of cultural identity and belonging that could enable a civic and civil response to the militarization to emerge. Civil resistance is strengthening, for example with the mayors creating a Sub-regional Council of Mayors and calling Constituent Assemblies in several municipalities to develop statements of popular and civil sovereignty against the armed groups and a pact of governability between mayors and citizens. Creating a Development and Peace Programme for the region has been difficult but not abandoned, with the Church and electricity company joining forces.

The armed conflict has absorbed many resources, thus (in)directly feeding poverty and inequality. Many participatory spaces are very difficult to access for many Colombians, as neoliberal economic policies introduced in 1991 appear to have exacerbated rather than diminished the factors which lead people to illegal activities and the violence associated with them. The penetration of drug trafficking into the economic as well as political fabric of the country, the difficulties of modernising the Colombian economy

13 Based on Section 4, Colombia Country Study by J. Pearce and G. Vela (2005).

in the midst of violence and the emphasis on a military solution to that violence has led to fissures within the Colombian economic elite. The existence of a democratic and peace impetus amongst the private sector, a concern to fight corruption and enhance the ability of civil society to hold the state accountable, is relatively recent in Colombia.

A new Constitution in 1991 was an important opportunity to enhance the potential for CSP in Colombia by offering new spaces for citizen participation. For the first time it recognised the importance of the rule of law. This Constitution was a response to two decades of participation-as-social-mobilisation against an exclusionary political, social and economic order. It coincided with decentralising initiatives which would make the local space much more viable as a level of citizen and civil society participation. The shift it represents in terms of conceptualising the Colombian political system is profound but implementing such changes takes decades as centralising, as authoritarian traditions die very hard. Hence the importance of the counter political culture movements from democratic currents within civil society, where the real commitment to a more participatory political system resides.

Although, the Constitution is an important benchmark, it is virtually inoperable in many parts of the country and for many people. Therefore, the question is to what extent formal spaces of participation in Colombia can contribute towards reversing the trends of violence and de facto power. The main obstacle remains the de facto relations of power and/or violence (externalised and/or internalised) that characterise most of the formal spaces.

The relationship of CSOs to the closed (or formal) spaces of participation became a major question for the evaluation, as did the way many chose to create new spaces as a result of frustration and lack of achievable change in the formal ones. Some of these new spaces are created by institutions (such as the Church) and others by NGOs or other civil society organisations. However, Colombia has always also had a strong tradition of social movement activism, stimulated by the exclusionary political economy of the country. This form of participatory action will remain an important option while formal spaces stay closed and fail to fulfil their promise. Changes have taken place in the nature of this action, partly due to the assassination of many social leaders, the dynamics of the war and expansion of paramilitarism and the present government's virulent stigmatisation of CSOs with subversion, and partly to internal processes amongst social organisations themselves.

For example, the end of the 1980s saw increased denunciation around human rights violations which became the main cause of mobilisations during each presidential period in the 1990s. The spatial distribution of protests has also shifted with protests taking place in zones with greatest concentrations of economic and social resources. Such protests seem to focus more on the perception of the unjust distribution of wealth, rather than absolute lack of goods and services (Archila 2004). Archila's work also signals the relationship between NGOs and social movements and grass roots constituencies. In some cases NGOs see themselves as participatory protagonists in their own right, in others they see themselves as accompaniers of the social protagonism of their grass roots constituencies.

The global context generated post September 11th 2001, with its anti-terrorism discourse, has fuelled the stigmatisation by Colombian elites of civil society organisations. This follows on from a tradition of social protest being treated as 'subversive' by

state security forces and powerful elites. Mitigating international factors offer some counterbalance, notably with the international networks that help develop synergies in participatory action throughout the region and in strengthening national responses.

3.2 Guatemala[14]

Guatemala is a republic, now operating with elected presidents after a long history of rulers imposed by a military regime. It is a truly multicultural country, with about half of the population of indigenous origin and the other half non-indigenous Latinos. It has a rich and ancient historical tradition symbolized by the Mayan civilization. Coffee production has traditionally been the main economic activity but in recent years the formation of a free trade zone sector (textile focused) and the growth of foreign remittances are altering this economic picture. Social indicators in Guatemala are among the worst in Latin America, with social spending a mere 4% of GNP. Half of this goes to education but illiteracy affects an estimated 69% of Guatemalans. Infant mortality is high, in particular among the indigenous populations and has one of the highest infant malnutrition rates in Latin America. Poverty is widespread and unequally distributed, predominant in rural areas and among those of indigenous origin.

Guatemala has a national body of institutions (government, a national assembly formed by 158 deputies and the system of Justice). It is divided into 22 departments (provinces), the governors of which do not command real power and have largely ceremonial functions. The only level with power is the municipality, of which there are 331. The elected mayors rule in the face of weak town councils. The national decentralization process did not redistribute power at municipal level, so mayors continue to decide on budget allocations.

The overthrow of the Arbenz government in the 1950s represented the end of a brief and limited attempt to modernize Guatemala. Arbenz's efforts to build a modern, capitalist economy and to implement land reform was resisted by the elite, and met by the rise of the Army and a bureaucratic and military bourgeois class as the dominant political force of Guatemala. Since the early 50s, the Army has controlled all political developments, including the transition towards an electoral democracy. Armed conflict heated up in the 70s and 80s, stimulated by left-wing groups, and reinforced the Army presence. Military officers transformed into warlords and controlled virtually all economic sectors, occupying all spheres of power and creating a farcical State. A truce was reached with guerrilla groups in 1985 and Guatemala had its first civilian elected President in 1986, after a period of massacres of indigenous people and opposition groups.

The Peace Accords were agreed in 1996, but political decisions were not implemented as expected. The Accords stipulated several institutional changes that either did not promote real and visible alterations in the power structure or created only potential political opportunities still not materialized – like the decentralizing process that was legalised in 2002, which to date did not alter power asymmetries. This law instituted various 'invited spaces' like municipal councils on rural and urban development, and

14 Based on Section 3 and Annex 4 ('Un Estudio Sintetizado Sobre La Historia y Evolucion de la Sociedad Civil en Guatemala con un Enfoque Especial en el Periodo 1999-2003') of Guatemala Country Study (Gish et al 2005).

promoted the notion of 'citizens' participation'. However, local governments continue to rely heavily on financial transfers from the national government.

With low levels of formal political participation, a judiciary that cannot offer security for Guatemalan citizens and general governmental incapacity, politics has traditionally been an intra-elite affair and support for democracy is eroding rapidly. Political limitations, a culture of fear and a narrow economic agenda that has thwarted any concrete chance of significant modernization have helped shape a culture of submission and passivity that now appears pervasive. Born out of a deliberate goal to create an ethnic subordination of Mayan groups (not only in rural areas), and subsequently transformed into an attempt at ethnic cleansing, State apparatuses in Guatemala have always been fragile and subordinated to occasional interests in the past (like the Catholic Church or large land owners), until being transformed into the sole possession of the Army.

Guatemala displays a relatively frail civil society in comparison to other Latin American states. Associational initiatives and civil engagement in participatory spaces opened by a protracted and uncertain process of democratization is far from being vibrant and capable of effectively influencing power relations. Attempts to strengthen NGOs and deepen democratic practices and institutions have found a solidly rooted political structure that seems impenetrable and resist pressures to modernize and align to similar process of democratization in the continent.

Freedom of association and the idea of 'public space' – critical components for the emergence of 'civil society' and for CSOs to participate – are very recent arrivals to Guatemala and remain very fragile. The parameters of participatory practice are limiting due to the institutionally weak and politically fractured State, a civil society deeply fragmented on class, gender and ethnic lines, illegal armed groups operating within the bowels of the State as well as outside, the extreme levels of poverty, exclusion and discrimination, and a legacy of cruel war-related violence and ongoing post-war social and political violences. Powerful groups in Guatemala still systematically exclude the poor and marginalised and harass their genuine allies.

The current state of civil society has its roots in the 1970s, when social organisations first emerged amongst peasants and workers but were closely linked to guerrilla organisations and faced a highly repressive state. Between 1986 and 1996, the first legitimated spaces appeared for social activism, particularly around human rights issues and impunity. Repression in these years remained high if more selective than during the early 1980s, and the legacy on associational processes of fear and trauma of loss through acts of extreme cruelty cannot be underestimated. The existence of these organisations meant that by the early 1990s, a participatory space was created by the Archbishop of Guatemala for them to provide input into the Peace Accords: the Civil Society Assembly. This unique Assembly offered a rare moment of participation 'from below' in Guatemala resulting in several proposals created by consensus, some of which fed into the final Accords of 1996.

In the final Peace Accords, the influence of civil society organisations was limited but the idea of the Civil Society Assembly and the participation of CSOs were historic and marked a point of recognition of a rights-based society. This period saw the foundation of some social organisations, a second generation of CSOs, which did not take as their point of departure the political framework of the left groups, although they remained

broadly committed to some form of radical and emancipatory structural change in the country. In many respects, the Accords were potentially the first step in nation building. International cooperation played a very important role in this process and in pushing for negotiations that would pave the way for democratisation, demilitarisation and historical change. The Accords of 1996 stimulated considerable but cautious optimism in a country whose social fabric had been devastated by war, repression and systematic violence. However, power remained concentrated in the hands of the traditional oligarchy and the armed forces and a growing parallel criminal network with close links to political parties as well as former or serving army officers.

Civil society strengthening became a key objective of international cooperation in the post Accords period, in recognition of the importance of developing capacity to defend citizens' rights and make the state accountable. Much funding, however, went into Guatemala City-based organisations, new organisations, that reinforced old leaderships or opportunistic new leaderships, often without solid social links. NGOs (as opposed to social activist organisations) in this period began to mature or collapse, and articulations between them took new forms. Guatemalan civil society remained fragmented and weak. Mayan organisations in particular had failed to build a capacity to articulate the indigenous voice in the post war years. In 2004, there was pessimism about the capacity of Guatemalan CSOs to sustain the peace-building effort.

Yet the failure of CSOs to impact on the State was not a total failure; some CSOs had begun to mature and evolve. Given the 'parameters of participation' in Guatemala, the advances demonstrate limited but real gains in a sense of rights, including the right to participate, more effective use of a variety of types of participatory space, and the capacity to develop proposals and take them across spaces where necessary. This is a clear move towards 'citizenship identity' as well as sectoral demand-making. Although the Berger government (2004) represents the return to power of traditional oligarchic families, it has reached out to some CSOs, an indication of some recognition by the State. The government also continued to offer dialogue spaces between the State and Civil Society. Some of these have persisted since the Peace Accords, others are new spaces.

A particular challenge for civil society participation is that while CSOs put pressure on the government around key demands, the formal structures of power will not guarantee implementation. Clandestine, shadowy and illegal groups remained powerful if only semi-visible. Furthermore, the increase in everyday violence impacts on CSOs, both NGOs and social movements increased during the Berger government, resulting from fear in renewed social activism. The difficulties of interpreting where power ultimately lies in the State leads to divisions amongst CSOs about how best to operate tactically and strategically. Enhancing policy forming capacity and ability to dialogue with the State does not necessarily lead to change. It is also apparent that while there is much courageous activism amongst social movements in Guatemala, their capacity for reflection and taking the longer view is limited. Although very important work has been done on the history of ethnic relations by CIRMA and others, there is much less analysis of power structures and economic dynamics. Such an analysis could help guide the social movement activists and NGO allies.

3.3 Guinea[15]

Guinea, although an independent republic since 1958, experienced three decades of authoritarian regime until it surfaced in the 1990s into an era of relatively more democratization. This followed the change of power in 1984 from the dictatorial regime of Sékou Touré. In 1992, a multi-party system was legalised and in1993, elections were first held again. Other institutions with consultative competencies were also established, such as the Economic and Social Council, but while, theoretically democratic, remain largely controlled by existing government power.

With the approval of decentralization in 1986, the State aimed to shift some of its powers to other public structures and to establish a vigorous local governance system. Local councils are supposed to pay a key role in this (of which there are 33 urban and 303 rural ones). Local councils have some political power and financial autonomy and offer some opportunities for citizens to participate in local decision-making and development.

However, while these spaces have been conceded by the State, decentralization has not seen a transfer of real power from the national level to the local level. In reality, local elected representatives remain at the beck and call of the Governor and district administrators. The actual electoral system has not yet been tested by rural councils, as they were repealed with a 2001 Referendum,[16] and their autonomy has been hampered due to limited financial resources. Finally, local citizens have very limited capacities in engaging with policy formulation and weak sense of citizenship which has hampered political dialogue, and led to deterioration of democratization and decentralization processes.

Due to its proximity to Sierra Leone and Liberia and the drawn out conflicts there, Rainforest Guinea (where the evaluation was undertaken) has had to deal with 600,000 refugees from 1989 to 2002. The conflict in neighbouring Ivory Coast now poses a new threat. Rebels used Guinean territory for their activities in their homelands. Refugees and rebels have seriously affected social dynamics and disrupted local economies and ecologies. The current peace initiatives have not meant the cessation of hostilities but rather a peaceless-warless limbo. It has led the State to focus international funding agencies' attention on the need for rehabilitation and reconstruction and for local community development.

War-related violence is not unequivocally negative for the potential of civil society participation. In the post-war context, communities are focused on rehabilitation and keen to invest positive energy in re-establishing normal life. This has led women for example, to regain confidence in their own capacities and roles in civil society development. Local leaders in general are more aware of their strengths and capacities to confront an enemy. The Guinean forces and Conakry government have played an ambiguous role in the violence, which has allowed local authorities to take greater control of their threatened region – potentially favourable for a sense of citizenship but also dangerous when combined with anti-democratic traditions.

15 Based on 'Evaluation de la Participation de la Société Civile – Analyse du contexte guinéen', Annex 4 of Guinea Country Study (Buchy and Curtis 2005).
16 This referendum also strengthened the power of the President, initiating a period of suspended relations with some international funding agencies.

Other, more insidious forms of violence deeply impact on the potential for citizen engagement in society. Local cultural attitudes of tolerance towards corruption, limited use of traditional forms of solidarity, and a certain degree of fatalism sit uneasily with the demands of development. Local elites (religious, political and social) use certain cultural values and beliefs to perpetuate certain anti-democratic practices that include those which violate human (in particular women's) rights – amongst which are female genital mutilation and the absence of women in community decisions.

Until 1984, CSOs had no judicial acknowledgment in Guinea. Their status was regulated by a juridical and formal institutional framework that remains incomplete to this day. Currently, Guinea has approximately 1000 CSOs, about one hundred of which are foreign, and with many dozens joining each year. Guinean CSOs can be divided into two main categories: traditional and modern. The modern CSOs include NGOs, unions, producer groups, professional associations, cooperatives, local interest associations, and mutual insurance companies. Traditional CSOs encompass 'wise men council', religious denominations, guilds and traditional savings groups. Both of these groups are present at national, regional and local levels. A very recent development from 1996 onwards was the establishment of the first five networks of NGOs.

CSOs at all levels clearly fulfil a predominantly operational development role, rather than one of advocacy or challenging of power structures:

- At the national level, CSOs are especially active in programme/project implementation, which means resource mobilization, monitoring and evaluation, data gathering, and capacity building at all levels active, but also in policy elaboration and development planning.
- At the regional level, CSOs are mainly active in capacity building, creating consultative structures and exchanges, elaborating (regional) development plans and processes, coordination and support to local level actions, and collecting economic data.
- At the local level, CSOs mainly mobilisation of people and resources, socio-economic data collection, local development planning/ monitoring and evaluation, and capacity building.

Modern CSOs can no longer be ignored by the State in their role of holding government accountable. Over the past years, several factors have helped strengthen the political role of Guinean CSOs such as: their important growing numbers and their credibility vis-à-vis donors who systematically involve them in implementation work and in pressuring the State to respect established democratic processes. Certain mechanisms have been created like the National Anti-Corruption Committee (CNLC) following the recommendations issued from a seminar organised by the NGO Transparence-Guinée in 1998, but it remains still without enough efficiency.

However, despite the significant and growing number of CSOs, the Guinean associational context is not well structured and is relatively inactive due to limited confidence in existing structures. Many are operationally inconsistent due to institutional and organisational weaknesses, and human resource limitations. Many have weak capacities with social, gender and participatory aspects of development, which negatively affect the impact of their activities. Many are concentrated in Conakry to facilitate access to government structures, donors and other financial partners, yet focus their work on rural populations. Their capacity for direct lobbying is weakly developed.

Finally, CSOs have difficulties working effectively with the technical government services, that find it hard to plan and monitor projects in collaboration.

Although the relationship between the State and modern CSOs is healthier, more diverse and more intense than in the past, suspicion, distrust and mutual rejection are still very much present. The relationship between the Guinean State and civil society is complex and contradictory. On the one hand, the CSOs constitute operational partners of the State, as implementers of its programmes and in studies financed (generally) by external funding agencies. But this partnership, often imposed by donors, has fuelled wariness and resistance within government services who feel excluded from labour markets for which they do not have sufficient competencies or would encounter conflicts of interests. In general, CSO-driven service delivery is received more positively than that coming from the state, highlighting government inadequacies and leading to increased attempts by the state to control civil society. CSOs are caught in this tension, for example, as they need to obtain government permission when undertaking any information or popular education work. One of the biggest challenges to overcome in Guinea is in creating organisations as social spaces and challenging powerful state structures in terms of transparency, democratization and good governance.

Power inequalities have been exacerbated by weak political parties, a weak and restricted media that does not reach most citizens, and the steady deterioration of electoral processes. This has led to a crisis of confidence that currently exists between international funding agencies and the State to such an extent that there is no open dialogue between the state and, for example, the EU and the French development agency. The hesitance to invest development aid is offset by the realization that it is currently the lifeline of many modern CSOs and critical in a country embedded in a region of violence.

3.4 Sri Lanka[17]

Sri Lanka is a socialist and democratic republic. Democracy is ensured through its constitution, most recently reformed in 1978 and citizens of Sri Lanka have enjoyed universal suffrage for 74 years. They have appointed governments and rejected others. Despite all these democratic provisions, the very governments that people have put into power have disempowered civil society by various means. 'Parliamentary democracy has created an environment in which the political agenda of the powerful can be realized during a long period without scrutiny and with intolerance for viewpoint difference, so that 'people's' participation invariably refers to participation of friends, family and acolytes of those in power' (Goonasekera 1997).

The state comprises of the administration, judiciary and security which either limit civil society participation or get into conflict with it. In an atmosphere of corruption and violence in the Sri Lankan society, the civil society participation in seeking justice is limited by the very judiciary that denies access to them. State administration is bureaucratic and not transparent, and so politicized that civil society are kept at arms length. Decentralization of the government administration and authority was formally

17 Based on 'Context Analysis – Sri Lanka's Experience of Civil Society Participation', Annex 9 of Sri Lanka Country Study (S. Perera and H. Walters 2005).

initiated in 1987, but has not had the desired effect of decentralising power. Civil society involvement in provincial-level decisions remains insignificant and the politicized administration has successfully kept civil society at bay. 'The parliamentary system was imposed on a centralized bureaucratic apparatus that has never proved itself amenable to decentralization. This has bred in our society a state-centre mentality that looks to the state for every conceivable activity – from jobs, education, health to religion and culture' (Abeysekara 1997). Sri Lanka can therefore be characterised as a situation where the space for civil society participation in democratic governance is virtually closed by the very means of democracy in the country.

Amidst this virtual democracy, Sri Lanka can boast a long history of organised civil society engagement that first formed around informal groups related to mutual help in agriculture, education and other socio-cultural activities. Subsequent emergence of religious-based NGOs led to a denominational-specific social service orientation, which shifted to poverty alleviation activities that required attention due to state-derived economic policies exacerbated rural poverty in particular. Networking among such organisations, including formation of umbrella organisations, was also present from the mid 1940s onwards.

Although welfare-oriented state policies stifled civil society organisational development, more liberal policies from 1977 onwards signalled a mushrooming of NGOs, albeit still focused on rural and poverty alleviation activities. For example, in the 1980s, a government poverty alleviation programme channelled funding for saving and credit activities through NGOs. Since 1977, subsequent governments have viewed the role of CSOs and international NGOs as important in development and poverty alleviation. Thus, civil society participation has occurred mainly in provided or invited spaces rather than in claimed spaces.

The 1980s saw another shift, due to the ethnic conflicts that provoked civil society to organise itself around relief, rehabilitation and securing human rights of citizens. It is since that period that NGOs can be said to play a 'civil society organisation' role in terms of the definitions used by this evaluation (see Section 2). To date, most of these CSOs continue to struggle against forces of violence and power in their quest to ensure the protection of rights of/for civil society, especially the ethnically, geographically and economically marginalized groups. More recently, CSOs have developed in relation to sectoral development (agriculture, health, energy), often supported and/or facilitated by international NGOs.

Although CSOs, in general, cannot be said to be actively present in formal decision-making spaces, they continue their struggle to claim spaces and in their created spaces. Numerous organisations operate locally, regionally and nationally on gender issues, human rights, micro-enterprises, saving and credit groups, water and sanitation, etc. They network actively, both horizontally and vertically, and are strong in terms of programme implementation although weak capacity building and partnership. 'Most NGOs in Sri Lanka are small grassroots organisations involved in poverty alleviation schemes, rural development and rural credit. Many of their programmes seem to be operating in isolation from the rest of the economy, from other agencies and programmes in the same field, from government policy and from established networks of production and specialization and sometimes even from the socio-economic milieu of the community which they are located' (Wickramasinghe 2001).

The CSOs are also weak on policy advocacy. The most popular and visible CSO participation forms are mass protests, campaigns, strikes, and, at times, (limited) use of the media. Such activities reflect earlier traditions of trade union activism in the country, in which the redress of labour issues were sought through confrontational actions of a similar nature.

International funding agencies are involved in promoting civil society participation mainly via funding, strategic support and capacity building. Although only few international NGOs are involved in direct advocacy initiatives in the country, most local organisations use international resources for advocacy and policy reform in different sectors and in peace building campaigns.

The protracted conflicts that started in the early 1980s have had three profound effects on Sri Lanka and its CSP potential. First, human rights violations – by government and the rebels – spiralled. The ethnic conflict and rivalry worsened, with some CSOs developing a distinct ethnic flavour to their work but also creating thousands of displaced peoples (mainly Tamils) in the North and East. Displacement has eroded notions of citizenship and the capacity to be active citizens. Conversely, the second effect was that the conflicts stimulated citizens and CSOs to exert themselves more in ensuring human rights for the marginalised. Displaced communities did not lose their agency entirely but strove to rebuild their community structures and identities in their new locations. CSOs active with human rights have created or claimed their spaces at different levels, local as well as national, and have even on occasion taken matters to international tribunals. One example is that of the 'Mother's Fronts' in the South and in the North. Mothers searched for their sons and husbands who were arrested under the Prevention of Terrorism Act. They have influenced law enforcement authorities to reduce unlawful arrests.

The third effect was related to the peace agreement itself between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam (LTTE), which has created a more positive atmosphere for the civil society to engage in development, although there was little civil society participation in the peace process itself. This has led to problems with the peace agenda, and action in this area has been taken up by CSOs and NGOs at national and district levels. The recent tsunami catastrophe (December 2004) has prompted large-scale civil society responses marked by relative ethnic harmony.

3.5 Uganda[18]

Uganda struggles with a legacy of armed conflict and militarization of the state, which dates to independence in 1962, with conflicts continuing to this day in several parts of the country. The post-independence period was characterized by violent contestation over control of the state by competing elites, which led to the suspension of the 1962 constitution by Obote and saw the country slide into anarchy. Subsequent dictatorial regimes were equally violent and oppressive, with an estimated loss of 1 million people by politically inspired violence. The current National Resistance Movement (NRM) government emerged from this violent scenario.

18 Based on 'Focused Contextual Synthesis in Relation to Civil Society Participation in Uganda', Annex 3 of Uganda Country Study (Mukasa, Pettit and Woodhill 2005).

Since 1986, the NRM has governed Uganda without official opposition. Initially, the NRM government was posited as an all-inclusive and non-partisan system more suitable to Ugandan conditions, with election into a political position based on 'individual merit'. This arrangement politics helped the NRM to garner considerable support both within and externally, due to universal fear of the resumption of divisive and violent politics of the past. And democratic advances did continue. The 1995 constitution was lauded for the participatory manner in which it was developed; for embracing human rights and mainstreaming gender and the interests of specific marginalized groups. It also led to the establishment of key democracy institutions like the Human Rights Commission. The courts have also functioned in settling major political differences.

However, the 1995 Constitution also severely prohibits political party activity of any kind. The passing of the Political Parties and Organisation Act in 2001, although seen to relax restrictions on alternative political parties was still widely seen as an obstacle towards a pluralistic democracy. Political parties contested this law in courts and gained some opportunities to mobilise their constituents in preparation for the upcoming elections in 2006.

The most fundamental opportunity for democratic pluralism arose in early 2001, when the NRM Government established a Constitutional Review Commission that recommended opportunities for multi-party politics. If adopted by parliament, the presidential and parliamentary elections due in 2006 will be held in a new multi-party and multi-organisational context, marking a dramatic shift from the Movement system that has shaped formal civil society participation for the past 18 years. Concerns exist, however, by some CSOs that the anticipated political changes may erode integrity and accountability and they developed a 'Minimum Agenda' which outlines the expectations of civil society from future political leaders.

Such strategic advocacy initiatives by CSOs in Uganda stem from a less illustrious past. The earlier decades of violence saw active civil society (or that with potential to hold the state accountable, especially the trade unions and cooperatives) systematically weakened or absorbed into the state. What remained was confined to operating in service delivery fields, like health, education, and relief operations. This was intensified by early interventions of charity-oriented international NGOs, like Save the Children UK and Oxfam. Faith-based organisations also filled the initial gap left by a weak state in the early 1980s.

For a long period, violence and conflict mediated the environment within which civil society operated, leading to self-censorship and avoidance of advocacy issues that could be deemed political. Current hearths of conflict are Northern Uganda, Karamoja, and western Uganda. The effects of brutality, trauma, gender-based sexual violence, displacement, lack of productive capacity, etc. coupled with security concerns have dictated that most CSOs in the North have internalised violence and have made a rational choice to engage in emergency relief and service delivery, paying little attention to questions of governance, democracy, human rights advocacy and lobbying that could compromise their personal security and operations.

For the last fifteen or more years, conflict in some parts of the country notwithstanding, there has been a marked proliferation of CSOs dealing with all issues ranging from service delivery to monitoring and advocacy at different levels. Relatively strong civil society networks, coalitions and advocacy groups have emerged. Much of this activity

can be attributed to a relatively conducive political atmosphere and opening up of more space to civil society by government.

For CSOs, the past-constricted political space meant that their activities and potency were necessarily limited to matters outside the explicit political arena and formal democratisation. Suppression of the opposition, particularly of advocates of political pluralism, may explain why CSOs in the past have been afraid to advance too much with advocacy work in the areas of democratisation and human rights. It may also explain why the Government has been more receptive to CSOs for service delivery and not advocacy, and the fact that the state wishes to keep CSOs on a short leash under the proposed NGO (Amendment) Bill.

Currently, Uganda has an increasing number of advocacy CSOs, mainly working at national level on human rights (gender, civil and political rights), faith-based organisations, those dealing with socio-economic issues, and more recently umbrella/ network organisations. The bulk consists of unregistered, locally operating community-based organisations, a less formal and a more 'spontaneous' category of civil society constituted by informal mutual self-help groups based in both urban and rural areas.

Civil society actors have emerged more recently on the policy-making scene, increasing with government adoption of decentralised governance and opening up of hitherto closed policy spaces. CSO have also gained more confidence to question government on the political nature of development and how policy gaps tend to structurally impede effective service delivery and lessen the positive impacts of their work. CSOs in Uganda play different roles: as invited contributors, pressurisers, service providers, monitors innovators and popular mobilisers, although questions remain over the influence of CSOs within these spaces (Lister and Nyamugasira, 2001).

Although promising, the current opportunities for CSOs are unpredictable and un-institutionalised, in some instances tokenistic, hence unsustainable. Much depends on state clientelism or patronage on the one hand and donor influences on the other, while at the same time CSO capacities to engage the state remain weak. Influencing government through pressure is also limited by the broader political context in the country. For example, since the NRM politics demand for inclusiveness, CSOs who challenge the government can be labelled 'opposition', to the government and their activities perceived as illegitimate (Kruse 2002). CSOs also face internal challenges, with genuine representation suffering due to the capture of CSOS by the educated elite (CDRN/IDS 2002). Despite the leap by CSOs into the complex processes of policy design and influence, they still face many constraints related to weak policy research and analysis capacity (Lister and Nyamugasira, 2001). They find it hard to link their micro level experience with the issues of macro-policy and broader thinking within many parts of civil society. Some face internal corrupt practices. Many national CSOs face debilitating power conflicts between their Boards (usually with a strong founder base) and senior management. This leads to high staff turn over, organisational memory loss, and lack of continuity and focus.

The main threats to CSOs today are threefold: (1) the 2002 Anti-Terrorism Act which defines terrorism so broadly as to make suspect anyone with divergent views; (2) the 2001 NGO (Amendment) Bill which will deny citizens their constitutional right to organise and operate freely in CSOs; and (3) shift by donors from direct support to CSOs

to direct support to government initiatives through Sector Wide Approaches and basket funding that relegates CSOs to the role of sub-contracted agents of government.

Many of the most active CSOs today are very young, hardly a decade old. This points to a vibrant sector but also highlights some of the weaknesses; especially dependence on external funding. While most citizen action is funded through voluntary efforts, only about 2.3% of CSO funding is mobilized domestically (Barr et al 2003). There is heavy reliance on donors for support or Government for contracts by many CSOs.

3.6 Contextual Features Affecting Civil Society Participation

Although the five countries involved in this evaluation are characterised by unique histories, cultures and politics that have shaped civil society in equally unique ways (see Table 4), several commonalities can be noted.

From the perspective of the potential of civil society participation to emerge, all five countries deal – to varying degrees – with a state with formal institutions in which de facto power dynamics limit the effective political opportunities of formal spaces. All countries struggle with relatively new constitutions that have been eroded in practice, or – as in the cases of Guinea and Guatemala have yet to be implemented in meaningful ways. Uganda is, perhaps, most 'fortunate' in this respect, with Colombia offering the starkest examples of a corrupt institutionality in which extremely powerful drug and paramilitary interests act to maintain the new status quo.

Violence has profoundly marked the psyche of civil society directly – and indirectly via the state and other actors in terms of how they view civil society action and actors. Political activity deviating from that of the formal state powers or the de facto authorities is deemed suspect or subversive and therefore subject to reprisals or condemnation, at least. In Colombia, the evaluators were asked to stop the tape recordings when topics became too sensitive, while in Uganda it is perhaps more insidious in terms of the self-censorship of CSOs in terms of where they dare to tread. As Pearce and Vela (2005) note: 'Violence does not just imply an external effect of threat. It can be internalised and be taken into participatory spaces where it can exist in the form of silences and inner fear, or even as aggressions towards others due to years of living in violent conditions and/or lack of appropriate channels for expressing differences and conflicts.'

In Guinea, Uganda and Sri Lanka, CSO activity have a strong (recent) history in service delivery which is most pronounced in Guinea where many such organisations are implementing government policies and strategies. In that context, CSOs are only just discovering their potential advocacy role while this capacity is more strongly present and strengthening in Uganda and Sri Lanka. In both Guatemala and Colombia, civil society emerged from histories of (violent) resistance against repressive regimes, with Colombia reaping some benefits from a longer history of social movements while Guatemalan CSOs are still fragile and fragmented.

Decentralisation, prominent in Guatemala, Sri Lanka, Guinea and Uganda, does not appear to have lived up to the full promise of more citizen engagement in local development. It remains captured by state procedures and non-democratic processes, with only Uganda showing signs of potential for citizens' direct engagement in local

development – and only then when mediated by organised groups. This is one example of the potential opening of closed spaces and the challenges CSOs have faced to use those spaces effectively in favour of the marginalised.

In Uganda and Guinea (although there investment is considerably less), the influence of foreign funding agencies on CSOs appears to be strong in terms of their financial dependency but also in terms of (active) partnership. In Guinea, CSOs and funding agencies alike have limited political dialogue with the State following laws that increased presidential powers, while in Uganda funding agencies actively encourage policy advocacy initiatives by CSOs. Guatemalan CSOs also have benefited from strong international support prior to but in particular after the Peace Accords of 1996.
In all countries, many civil society organisations face internal challenges,[19] including limited human resource capacities, weak internal democratic processes, limited strategic capacity, limited networking, and a general related lack of confidence to engage with the demanding tasks of pro-poor democracy-strengthening activities.

TABLE 4 – Overview of countries involved in the CSP programme evaluation (Sources: country studies, Human Development Index)[20]

Country	Colombia	Guatemala	Guinea	Sri Lanka	Uganda
Population (million) (2003)	44.2	12.0	9.0	20.4	26.9
Human Development Index Rank (out of 177) (2005)	69	117	156	93	144
Inequity (Share of income or consumption (%) – Poorest 20%) (HDI)	2.7	2.6	6.4	8.0	5.9
% living below national poverty line 1990-2002 (HDI)	64	56.2	40	25	44
Official development assistance (received (net disbursements) Per capita (US$) (HDI)	10.1	20.1	30.0	18.2	25.5
Year of most recent Constitution	1991	1985 (1993 reforms)	1990	1978	1995
Levels of government	Three: national, departments (32) plus one capital district, municipalities	Three: National, provincial (departments), municipal	Five: National, region, prefectures, 'rural development communities', districts	Three: national, province, district	Six: national, district, county council, sub-county, parish, village
History of conflict	Ongoing since 1964 (founding of the FARC guerrilla movement)	Military rule until 1985, Peace Accords signed in 1996 (everyday violence increasing)	Dictatorship until 1984, current regime authoritarian, conflicts along Sierra Leone/Liberia border	Early 1980s till now	1962- 1986 (regional conflicts continue)

19 This comment relates to the general organisational environment based on the contextual analyses in the country studies and does not reflect findings related to the specific partners of the co-financing agencies.
20 Note from HDI website (hdr.undp.org/statistics): 'Because data come from surveys covering different years and using different methodologies, comparisons between countries must be made with caution.'

4 Emerging Issues of Common Interest

Before elaborating on each CFA, this section discusses eight cross-cutting issues that emerged from observations during the country studies. These issues raise questions for the CFAs to consider in strengthening their work on enhancing civil society participation. First, the evaluation enabled a clustering of observed 'CSP' practices into a framework that describes six domains of CSO action. The second issue focuses on the importance of 'situated practice' in shaping CSP initiatives, in particular the influence of histories of conflict. The third and fourth set of comments relate directly to the analytical framework that guided this study, namely 'participation and power' and 'spaces and levels'. This is followed by three discussions on thematic links: between gender and CSP, service delivery and CSP, and economic development and CSP. This section of the report closes with reflections on the usefulness of CSP as a working term for the CFAs.

4.1 What is 'CSP'? The CSO/citizen Participation Landscape[21]

One of the evaluation questions (see section 1.1) involved identifying the types of CSP activities being carried out by the CSOs supported by the CFAs. Our starting point for this was the CFA definition of 'civil society participation' (see section 2.1), which is shorthand for a broad democratic intention:

> 'the opportunities of citizens – and more specifically of poor and/or marginalised citizens – and the organisations that represent them or can be considered their allies, to actively participate in and influence decision-making processes that affect their lives directly or indirectly. Participation includes 'agency', e.g. taking initiatives and engagement' (Preliminary Paper, p. 6-7).

This broad definition potentially covers all manifestations of citizens' engagement with all aspects of their lives.

Furthermore, the Preliminary Paper (p. 6) talks about 'civil society participation as an essential part of civil society building'. The CFAs also assumed that a focus on civil society participation would deal in particular with one of Biekart's (2003) dimensions, that of 'strengthening citizenship, social consciousness, democratic leadership, and social and political responsibility, with the aim of increasing participation of citizens in the public sphere'. This more specific interpretation sits uneasily with the broad definition.

Thus one of the evaluation tasks was to obtain more clarity based on field observations. An examination of the myriad examples of 'citizen and civil society participation' from the country studies led to a framework with six domains (see Table 5). These domains

21 Based on work by Jim Woodhill who sought to make sense of the diversity of CSP expressions that the Uganda team encountered and articulated the first four domains, and built on by the rest of the evaluation team.

are concerned with poor, marginalised and vulnerable people and their capacity to realise their full citizenship, and not just on any citizen. Each domain describes a form of participation and achievement in which CSOs play specific roles. Each domain also lists a series of possible progress markers that could be observed among those involved. Together, these six domains of CSP can lead to structural change in societal, state and economic institutions for the realisation of citizens' rights and the enhancement of democratic participation. This is the overarching goal of much CSO-supported work by the CFAs. A short description of the six domains follows below.

Citizenship strengthening comprises activities such as civic education about basic rights and engaging citizens in critical reflection and capacity building about political processes, but also ensuring basic conditions such as birth registration that gives people formal access to their rights. These activities lead to better informed people who can understand their rights and are able to constructively and effectively engage in claim making, collective action, governance and political processes. Examples of work in this area includes Plan's efforts to ensure birth registration in Uganda, Guinea and Colombia; awareness raising by FIDA (Novib/Plan-Uganda) among women of their rights to land tenure; PREDO's work (Cordaid-Sri Lanka) that has facilitated the registration of people and helped plantation workers obtain identity cards and birth certificates; and CONIC (Hivos-Guatemala) that is promoting land rights and labour rights of rural, indigenous, male and female, workers by providing training and legal aid.

Citizen participation in CSO governance, programming, monitoring, and accountability relates to the notion of 'participatory culture' within and among CSOs, looking at how CSOs themselves understand and embody what would make for good participatory development (see section 4.3). It manifests itself as critically (self)reflective, democratically functioning and accountable CSOs that are responsive to the rights, values, aspirations, interests and priority needs of their constituencies. As the evaluation team did not undertake an evaluation of CSOs, internal governance was not covered.

The third domain of civil society participation relates to CSOs that facilitate citizens to *participate in local development and service delivery initiatives*. For pro-poor local service delivery to become a reality, CSOs are building capacity of local people to take on new roles and responsibilities in contexts of decentralisation, establishing citizen-driven planning and management structures, and working to make service deliverers more responsive to people's needs. Plan's work on this in Guinea, Colombia and Uganda is a striking example. Other examples include VECO (Cordaid-Uganda) that is facilitating partnerships for agricultural development between community-based organisations, sub-county officials and councillors and district level CSOs; TDDA (Cordaid-Sri Lanka) that is facilitating claims for service delivery under the post-conflict reconstruction programme; Oasis (Hivos-Guatemala) that is undertaking sectoral coordination in relation to AIDS; and ACORD (Novib-Uganda) providing basic services to communities in northern Uganda.

Many CSOs involved in the evaluation are active in the area of *advocacy and structural change*. CSOs facilitate citizens to undertake their own advocacy work and also undertake lobby work for certain groups. Related activities include research and consultation on 'forgotten' issues and with ignored groups, creating mechanisms for citizens to participate in public forums, putting issues on formal agendas, mobilising support for campaigns, and so forth. Examples of work on this includes: DENIVA (Novib-Uganda) undertaking analysis, advocacy and campaigns on agriculture and trade

issues but also working on analysis and advocacy of legal and policy environment for NGOs; UDN (Cordaid-Uganda) undertaking policy analysis and socio-economic research with budget lobby work; NAFSO (Hivos-Sri Lanka) success in national and international lobby for a sustainable fisheries sector; EDUPAR (Plan-Colombia) training local women who are becoming advocates of children's rights; Setor de Mujeres (Hivos-Guatemala) auditing government policies affecting women at local and national levels; and UNIWELO (Cordaid-Sri Lanka) that obtained official recognition of women in the Joint Plantation Development Committees which were earlier exclusively for males.

A fifth domain in which CSOs are increasingly active is that of enhancing *citizen and CSO participation in economic life*. This work focuses on market engagement by poor, vulnerable people (and organisations working on their behalf) on their terms and for their economic needs, and aiming to make the concept of pro-poor economic growth a reality. Two types of examples can be found: organising for economic justice such as holding the business sector to account, and the insertion of a pro-poor perspective and presence in existing economic institutions. Examples of the latter include: Diocese of Fort Portal (Cordaid-Uganda) that has developed an innovative marketing model for 'high volume-low value' crops; facilitating producer groups to engage with market boards and improve their bargaining power (Cordaid-Uganda); CONIC (Hivos-Guatemala) has helped develop participatory methods to work through short, medium and long term approaches to agrarian reform, developing proposals for agricultural development, labour issues and food security; and DENIVA's (Novib-Uganda) work with training farmer groups and enabling them to dialogue and demand services within the context of the government's agricultural modernisation plan.

CSOs are also active in cultivating values of *trust, dignity, culture and identity* that create the bedrock for mutually respectful social relationships and engendering trust in others based on positive experiences, which is essential for joint action in other domains. CSOs active in these areas include informal support group for minorities, cultural expressions, and working on vibrant community centres. Examples include: TEL (Cordaid-Colombia) undertaking theatre work with youth; RPR (Cordaid-Sri Lanka) setting up Village Reconciliation Groups which focus on family and village level peace activities; Butterfly Peace Garden (Hivos-Sri Lanka) that is engaging children of all ethnic and religious groups in peaceful play; FUNDIMUR (Plan-Colombia) disseminating a rights discourse to strengthen the dignity of family and community; and MMK (Hivos-Guatemala) strengthening the personal and spiritual capacities of Mayan women.

The CFAs are aware of, and support activities related to all six domains of CSP (see Tables 6-9, Annex 9). However, the sixth domain of engendering trust is less clearly present in most CFA policies and strategies. This sixth domain deals with a less instrumental aspect of CSP. It is about developing 'social connections which include plenty of robust goodwill to sustain difference and debate' (Cox 1995, p. 1). It is also about feeling confident in one's (social) identity without needing to oppress others. This is the basis from which other forms of civil society engagement and empowerment come forth, including 'healthy risk taking' (ibid, p. 11) that requires social trust. A clear justification for work in this area emerges from Sri Lanka where:

TABLE 5 – The CSP Landscape – Domains of Citizen and CSO Participation (with specific reference to poor, marginalised and vulnerable people)

Domain of Participation and Achievements	Role of CSOs in Achieving Progress	Examples of Progress within Domain
Citizenship strengthening – Well informed people in the process of becoming citizens who can understand their rights and are able to constructively and effectively engage in claim making, collective action, governance and political processes.	• Raise awareness about rights • Make information accessible to people • Engage people in processes of internalisation and learning • Build the capacity of people to engage effectively with claim making and political processes	• People have their basic human and physical needs met as a condition of citizenship • People are aware of their human and democratic rights • People have information about issues that affect them • People have the capacities and confidence to articulate their interests and needs and engage in democratic processes to claim their rights
Citizen participation in CSO governance, programming, monitoring, and accountability – Critically (self) reflective, democratically functioning and accountable CSOs that are responsive to the rights, values, aspirations, interests and priority needs of their constituencies.	• CSOs listen to and learn from people, concerning their values, aspirations and priorities • CSOs seek critical discussions on their own understandings and application of participation, vibrant democracy, power inequalities • Develop grass roots support and engagement • Establish policies and mechanisms for democratic / inclusive governance and decision-making (of CSOs) • Ensure mechanisms that engage constituencies in (CSO) decision-making • Implement (CSO) downward accountability	• People's values, aspirations and needs are reflected in CSOs' mission, purpose and strategic priorities • Regular critical (self)-reflection on what makes a healthy participatory culture • Transparency of CSOs • Democratic procedures and good governance mechanisms in CSOs • Participation of CSOs' constituency and others in CSO policy development, strategy development and programme planning
Citizen participation in local development and service delivery initiatives – Local development and service delivery designed, implemented, monitored and evaluated with much citizen participation that empowers and reduces dependency.	• Engage women, men and children in the design and planning of service delivery • Establish people-based management structures • Establish participatory monitoring mechanisms • Build capacity of women, men and children to take on new roles and responsibilities • Encourage and supporting government and business to involve women, men, children, and CSOs	• People are involved actively in development planning • People are involved in service delivery monitoring • People participate in management boards • People are being supported and encouraged (empowered) to establish and manage their own development initiatives

Citizen and CSO participation in advocacy and structural change – The advocacy work of CSOs is legitimate and relevant in relation to their constituency and citizens gain a direct voice in advocating for their rights, needs and interests.	• Undertake adequate research and consultation with constituencies on advocacy needs • Establish mechanisms that enable people to participate in setting the advocacy agenda and strategy • Create mechanisms and spaces for people to have a direct voice in advocacy • Encourage and support government and business to involve people/CSOs • Support people/CSOs participation in democratic and consultative spaces	• CSOs develop advocacy campaigns based on thorough consultation with people/their constituencies • People involved in setting advocacy agendas and strategies • People, independently and as part of CSOs, are supported to advocate for their rights and interests • People and CSOs effectively participate in democratic and consultative spaces
Citizen participation in economic life – Market engagement by poor, vulnerable people on their terms and for their needs, and making the concept of pro-poor economic growth a reality.	• Undertake adequate research and consultation with constituencies on market obstacles and opportunities • Establish mechanisms that enable people to participate in setting the economic agenda and strategy and supporting them to participate • Create mechanisms/ spaces for people to have a direct voice in economic transactions • Encourage and support government and business to involve actively people/CSOs in economic forums	• Small producer groups engage with marketing boards • Development of new markets for produce from small-scale producers • Successful cooperative ventures with small-scale producers • Innovative micro-credit initiatives for marginalised groups • Initiatives with corporate social responsibility
Trust, dignity, culture and identity – Create the ability to have mutually respectful social relationships and engendering trust in others based on positive experiences	• Support and encourage cultural and recreational activities that contribute to respectful, collaborative relationship building and self-confidence	• Youth engaged in local sports/cultural activities • Vibrant community centres that appeal to all ages • Informal support groups for minorities

> 'ethnicity, religion and social position in society … [shape] people's fundamental identities. The state, certain institutions and LTTE favour and construct particular identities … [leading to] biases through policies and procedures. … Building a society in which poor and marginalized people can participate on an equal footing, requires, first of all discarding the 'identity politics' which leads to inequality, while giving space to diversity and creating an understanding and dialogue across identity barriers. If this does not happen, it will be very difficult to create a permanent peace among the communities' (p. 60).

The six domains of civil society participation help to specify more clearly what CSP means in practice. The framework fleshes out the CFAs' generic definition and suggests an expansion beyond the original focus on 'citizenship strengthening'. The domains of civil society participation, along with the findings from the country studies, underscore the CFAs original concern that CSB, as it is often (but not universally) understood, does not adequately address deeper issues of participation, empowerment and voice in decision-making and political processes. In practice, 'civil society building' has often centred on strengthening civil groups and non-government organisations and their activities. What this evaluation has shown is the importance of questioning more critically the relationship between civil society groups and the active participation of citizens or the constituency they claim to represent in decision-making processes. The CSP concept, as used in this evaluation, encompasses the four dimensions of CSB used in the Biekart study (2003) (strengthening organisational capacities, strengthening networks, strengthening capacity for advocacy and strengthening citizenship) but adds a more critical perspective on the power and politics of participation in civil society action. This leads to a set of more distinct domains in which civil society can be seen to be active and where CFA support can be discerned.

In practical terms, the greater specificity that this framework offers may enable the CFAs to:

- assess with greater clarity the results of CSOs within each domain, thus giving them a clearer picture of their contribution towards enhanced civil society participation;
- target funding and other support more strategically;
- be more specific about their expectations vis-à-vis specific partners and contracts;
- and invest with greater focus in 'lessons learned' endeavours to further strengthen policies and strategies.

4.2 'Situated Practice' and Histories of Conflict

> Treating participation as *situated practice* calls for approaches that locate spaces for participation in the places where they occur, framing their possibilities with reference to actual political, social, cultural and historical particularity rather than idealized notions of democratic practice (Cornwall 2002, p. 29, emphasis added).

The country studies consistently show that the CSP-related actions of partner organisations are both relevant and logical given the historical, political and social context. This encompasses the issues and strategies on which they focus. For example, in Guinea, in the absence of a vibrant civil society and given the isolation and extreme poverty of the forested region, Plan Guinea has invested in creating CBOs and NGOs and is working with them on basic community planning endeavours. The current relative post-war optimism in that region strengthens Plan's conviction of this practical focus

on CSP. The Guinea study concludes: 'For the time being, more sophisticated forms of civil society participation resulting in challenges to forms of power at different levels and spaces, is not an active issue in the minds of the actors involved.' This contrasts with Colombia, where Novib and Cordaid are supporting mature, established CSOs that work on risky human rights monitoring issues at national levels and on challenging established powers within the economic sphere, such as via the National Association of Rubbish Recyclers. In Guatemala, the importance of working with the 'healing' of Mayan women following years of genocide is essential (Hivos), while in Uganda it is critical to engage with district governments on pro-poor funding allocations and decision-making processes (supported by all four CFAs). In Sri Lanka, the investment in a range of citizen-infused peace-building efforts, ranging from the Butterfly Garden (Hivos) to NWAF (Cordaid), is highly pertinent.

The diversity of response by the CFAs[22] to the contextualised challenges of power inequalities and social injustice is critical. Understanding the 'situated practice' involves assessing the partner organisations' 'possibilities with reference to actual political social, cultural and historical particularities rather than idealised notions of democratic practice'.[23] However, if unaccompanied by a critical perspective and deep understanding of empowerment- and transformation-oriented participation, (see section 4.3), it can also become an excuse to focus on 'safe' areas of work. In Guinea, for example, Plan Guinea invests solidly in ensuring girls can attend school, and addresses related entrenched gender inequalities. However, it explicitly chooses not to work on the even more challenging issue of female genital mutilation, arguing that this is best left up to local groups. Combining an understanding of 'participation as transformation' with a situated practice analysis, might help Plan Guinea clarify how far it will go in confronting deep structural inequalities and why it draws the line where it does. If after 'listening to the people', it chooses not to tackle certain issues, then critical reflection is also needed on whose voice are being listened to and whose are not, in the case of Guinea, those that defend FGM or those that suffer its horrors?

Hivos and Cordaid and Novib and Plan all have their own processes for ongoing scanning of context to formulate relevant strategies. From that they shape what they feel are appropriate portfolios of partner organisations or projects. Continual renewal of in-country strategies and an analysis of power and social inequalities contribute to ensuring the relevance of in-country support. In general, Plan does not take power inequalities as much as a point of departure for strategic analysis than the other CFAs, focusing more on assessing the need for services to improve children's wellbeing. This does not mean that Plan's work is not relevant but as the focus of this evaluation is on 'civil society participation' it is significant to note the relative weakness of this analytical perspective in Plan's in-country strategies during the evaluation period. With the CCCD policy now in place, it is expected that future country strategies will be more strongly based on an analysis of rights and inequality.

CFAs should (continue to) invest consciously in developing and maintaining a deep understanding of local political and social contexts. Four observations on their approach to 'situated practice' are offered here.

22 This relates to the country-specific nature of CFA support and not to differences between CFA strategies.
23 Cornwall 2002, p. 29.

First, accepting diversity of change potential also implies that CFAs must maintain their current levels of realistic expectations of democratic and citizenship progress. They are to be commended for this. A clear and contextualised intervention logic in which the partner organisations situate their actions enables the CFAs to have expectations vis-à-vis their partner organisations about 'civil society participation that are commensurate with the contextual challenges, and social, historical and political condition. This relates directly to the need for CFAs to remain committed to partners despite the inevitable 'two steps forward, one step back' nature of work within the realm of CSP (see Section 5 for CFA-specific analysis on this aspect).

Second, all the CFAs can embed more strongly into their strategies an analysis of how histories of violence and conflict shape the potential for citizens' and CSO participation in decision-making spaces, including insights into the gendered dimension of violence. In the country studies, diverse effects of histories of conflict were discerned. The Colombia report describes considerable regional variations, analysing how the dynamics of conflict have led to the emergence of different actors and priorities, new partnerships, ongoing setbacks, etc. In Uganda, some partner organisations operate under an internalised self-censorship that leads them to working at district level within the relatively secure 'invited spaces' for fear of donor or government backlash. In Sri Lanka, the very recent tragedy of the tsunami has further highlighted certain historical positions on development, reconstruction and peace-building. International NGOs' practices, if uninformed by this history, can lead to unwanted favouritism, further unbalancing a very instable situation, or involuntarily playing to the tune of certain groups. For example, listening to voices from the south of Sri Lanka would lead to viewing and supporting peace-building mainly as an economic development opportunity and divorcing peace work from relief operations, while north/east and plantation sector perspective views it as reconciliation of ethnic and religious differences and thus about empowerment and equality.

Cordaid and Novib have general policies on dealing with conflict and peace-building (Novib's being specifically on gender and violence). For Cordaid, where peace and conflict is a thematic priority, this analysis occurs as evident in Colombia and Sri Lanka. In Uganda where it is not a thematic priority, it is not prominent as a cross-cutting analytical perspective. In the case of Novib, it remained unclear how this policy shapes partner portfolios during the evaluation period. In Uganda, only very recently has a conflict-conscious strategy been formulated and in Colombia, the portfolio appears more shaped by Aim 4 'the right to be heard' than by a gender and violence policy. Hivos' policy restricts itself more to the human rights dimension of conflict, although its country strategies include some articulation of its support to peace-building issues and conflict resolution at all levels. Plan has no apparent policy that focus on dealing with conflict and violence and it does not appear as a strong analytical perspective in its country strategies or year reports (with the notable exception of the work in Colombia on domestic violence and some references to child abuse but with few related activities in Uganda).

A third observation is that balancing a contextualised understanding of power inequality and histories of conflict with 'participation as transformation' to guide CFA support can avoid complacency and encourage exploration of the boundaries of engagement in peace-building. In Sri Lanka, partner organisations are encouraged by Cordaid to engage in 'peace-building from below' in which NGOs and CSOs are seen along side elite diplomacy and negotiations as essential parts of a three track strategy:

For that context, this represents an important innovation in constructing a shared peace agenda. Such innovations clearly require appropriate strategies. For example, in Uganda, partner organisations value networks, as a relatively safe haven from which to speak out on issues that individual organisations are fearful of articulating.

The fourth observation that emerged as critical in Sri Lanka, Colombia and Uganda is the need to recognise and give attention to linking levels when it comes to peace-building efforts and addressing violence. In all countries, building a culture of peace is a national endeavour that requires action from domestic violence right up to cross-border conflict. However, CSO actions on different levels and related issues are still too isolated. For example, among Cordaid partners in Uganda, SOCADIDO is responding to humanitarian crises and displacement in Teso, while TPO has recently begun to address the psychosocial effects of conflict in the same area. However, they do not appear to be working together as yet. In Colombia, CSOs could also gain from more work across levels, for example, Plan's local work on domestic violence in Colombia could be complemented with higher level advocacy work. This area of linking levels in the interests of furthering a peace-building development agenda merits more attention by the CFAs (also see section 4.4)

4.3 Participation and Power

The 'power cube framework' chosen by the CFAs to guide this evaluation has proven a valuable and flexible tool to seek answers about how power inequalities were being tackled and to stimulate discussions on strategies for and dynamics of participation with the CSOs (see Gaventa 2005). The workshops where partner organisations met to discuss 'civil society participation' were widely appreciated for enabling more detailed and strategic discussions on their activities. It helped the organisations locate their work alongside that of others, assess its relevance and reflect on the relative merits of different strategies being used. These discussions highlighted the changing in-country political realities, which had, for example, opened up new spaces for engagement in Uganda but in Colombia and Guatemala were threatening to close painfully conquered space. Rich country level examples illustrated every dimension of the framework, varying greatly per context, shaped as they are by the histories and realities of violence and conflict (see section 4.2). Clearly, there is no recipe of what constitutes effective participatory action.

Despite its usefulness as a useful critical tool for reflection, the framework must be used with some caution if applied for other purposes (see section 2.2). For example, it cannot be used to categorise the types of initiatives going on, as many partner initiatives deal with a range of dimensions of the cube. This limits its usefulness as a monitoring tool. The framework should be viewed as dynamic and flexible, and not as static checklist for categorising organisations. Gaventa's paper (2005) on the power cube and how it was used by the evaluation team provides more details on its usefulness.

The country studies generated three observations about the CFAs in relation to the analysis of 'power' and interpretations of 'participation'.

First, the work of the CFAs and CSOs can benefit from more explicit and structured processes of reflecting on and analysing power relations to ensure more consciously adopted, strategic action that can effectively transform power inequalities. By

identifying which aspects of power partners do and do not engage with, why this is the case, and how effective and relevant activities are, insights about other strategic options can emerge. Defining and recognising the importance of different manifestations of power can facilitate explicit strategising, thus avoiding random effects. For example, across the board, there were fewer examples of conscious strategies for engaging with the 'invisible power' dimension, although it was implicit in some of the work particularly in relation to gender and violence. In Sri Lanka, discussions on best strategies for transforming power relations could well have encouraged CSOs to opt for other advocacy options than organising protests and marches, perhaps to greater effect. Encouraging more conscious reflection on this is a task that all four CFAs could invest in more with their partner organisations.

The second, related point concerns what is called 'participatory culture' in the Colombia report (see domain 2 in Table 5). The quality of participatory action will be limited if CSOs undertake inadequate reflection of what makes for good participation. 'Participatory development' is not just about increasing the voices in decision-making. But it represents values, such as respectful inclusion and democracy within social movements. Such values and the theory of change behind practice qualifies 'participation' and makes it positive or negative. Although the evaluation did not evaluate all participating CSOs themselves, interviews and workshop discussions revealed a need for more reflection by partner organisations on the understanding of participation, democracy building, and conflict resolution that underpin their actions. This includes critical reflection on the ways in which people are involved in the governance, programming, and accountability processes of the CSOs that should be dealing with their needs. But it goes beyond governance mechanisms and extends to regular critical (self)reflection on what makes a healthy participatory culture. In Colombia, there is some evidence that partner organisations are weak in their understanding of what makes a good participatory culture and are perhaps a bit too quick to make claims of democratic change through actions such as protests, petitions or participatory budgeting. In Sri Lanka, discussions on who is participating indicated that the CSOs are often at the forefront, rather than facilitating their constituencies to engage.

A third need echoes this point but focuses on the CFAs themselves. The CFAs must more fully locate themselves within the 'power cube framework', thus avoiding that an analysis of participation and power is considered useful only for the CSOs to analyse the relevance and effectiveness of their strategies. This requires the CFAs to be clearer about the understandings of 'participation' that shape their policies/strategies/portfolios, rather than referring to the term in a generic sense. This also asks of the CFAs to clarify what type of 'participatory agency' they attribute to themselves and how power inequalities are maintained or addressed in relationships with partners.

The country (regional) strategies of Cordaid, Hivos and Novib do not articulate what roles the CFAs themselves have as members of civil society. Yet the CFAs readily acknowledge being part of power relationships. Extending this would imply that they also have agency to create, link, widen and close spaces for participation. In general, these CFAs interpret their 'agency' largely on the international level, such as through work on fair trade. Yet in the case of Colombia and Uganda, for example, partners raised issues that could mark a more active in-country role for them. In Uganda, the civil society context is strongly dictated by foreign donor perspectives. How much do the CFAs adversely influence the civil society agenda there through their strategies? In

Colombia, the civic consensus-building work of the Programa por La Paz risks being jeopardised by the EU initiative on 'peace laboratories' that is built on project funding, rather than a programmatic approach. There might be a role for Cordaid who supports the Programa por La Paz to take up this issue within the EU arena. This simply serves as an example to illustrate how the CFAs could take up the power cube framework to make more explicit choices for, and explanation of the agency of the CFA, vis-à-vis the actions of partner organisations.

Plan sits in a different set of power relations. Two examples illustrate the complexity and need for careful consideration of its own agency. Plan National Offices sub-contracts some activities to local NGOs. This is not always accompanied by ongoing dialogue about participatory strategies and power relations between the NGOs and the Plan offices. This embodies a more instrumental understanding of participation than is articulated in its global policies. At the same time, as Plan's National Offices are part of civil society in-country, they themselves advocate for certain issues such as birth registration fees in Guinea. Thus Plan places itself in the power framework as an advocate at national level. However, to what extent is such advocacy work based on an analysis of alternative strategies that could empower indigenous CSOs? More thought could be put in aligning these two views on 'civil society participation' that Plan embodies.

4.4 Levels and Spaces

The analytical framework that guided the line of questioning in the country studies (see section 1.2) also deconstructed participatory action in terms of levels ('places') and spaces. These two dimensions of the power cube are interrelated – different arenas for engagement exist at different levels.

The country studies illustrate clearly that partner organisations are active across the different *levels*, often in complementary ways (although this is not a result of deliberate strategising). The different CFAs show certain patterns for funding work at different levels, in line with the CFAs' strategies. Hivos' portfolios in Sri Lanka, Uganda and Guatemala span the entire range of levels from national networks down to CBOs. Novib focuses its funding in Uganda and Colombia on the national and (sub-national) regional levels. Cordaid's work in Uganda, Sri Lanka and Colombia also spans all levels – from national to village level. Plan's work is predominantly at the more local levels, in line with its direct implementation strategy. It does, however, also undertake a limited amount of advocacy work itself at the national level.

Attempts to map which partners were operating precisely in which *spaces* proved to be less clear-cut than initially expected. The occupation of different 'spaces' by partner organisations and initiatives is dynamic and issue-specific. With hindsight, this is understandable given the multi-level nature of many national civil society issues, such as the PEAP in Uganda, peace-building in Colombia, birth registration in Guinea, tea plantation workers rights in Sri Lanka, and environmental advocacy work in Guatemala. Different spaces are highly interconnected, with sometimes rapid change of the relevance for CSOs of certain spaces to tackle certain issues. For example, Madre Selva stretches its actions across all levels, linking its international advocacy work in closed

spaces[24] (Tribunal Centro Americana del Agua) with local community activism in its own created spaces to encourage synergies. In Uganda, UDN is present in government forums on budget allocations but also undertakes training at community level for citizens to take on local budget questions. Those CSOs active at different levels are balancing the need for ongoing presence in certain spaces with the flexibility to identify new spaces as opportunities arise. This requires considerable competence of CSOs who must juggle multiple roles and strategies.

The country studies generated three observations about the CFAs in relation to the analysis of levels and spaces.

First, the country studies indicated the value of distinguishing different levels at which civil society participation is happening or is needed in relation to key challenges for CSOs, giving them strategic options. Assessing an issue, such as 'violence against women' or 'plantation workers' rights', in terms of efforts needed at different levels can help CFAs and their partner organisations make conscious choices for the most strategic level(s) for each issue. It can also help to review advances made at different levels and then identify what types of complementary action may be required at other levels. Clearly, it is important to identify locally relevant levels beyond the generic three levels in the original framework, the number and type of which will depend on each country's socio-political and administrative structures. In Uganda, the District level is particularly significant, whereas in Sri Lanka provincial level is, as yet, relatively insignificant, and in Colombia, several layers of 'local level' proved pertinent – departmental, regional/ provincial, municipal, communal, neighbourhood – each with specific challenges and opportunities for civil society participation.

Second, the country studies illustrated the importance of building stronger vertical links between the levels at which CSOs work on CSP-enhancing initiatives. Currently, there is little evidence of conscious strategic input across levels. Stronger linkages ensure that obstacles at some levels do not hinder the potentially positive impacts that are emerging at another level. Conversely, looking across levels may help identify the need for work at one level that will enable subsequent citizen or CSO action at other levels. For example, the work that Plan Colombia undertakes with addressing domestic violence and facilitating community planning is crucial for building citizens' capacities to engage in municipal policy processes. But the important advocacy work happening at the national level strengthens regional and local processes and makes them visible in ways which can help protect participants.

Third, an important analytical addition emerged from the Colombia study (and echoed in the Guatemala study) that observed how spaces were used creatively by CSOs with multiple strategies. Pearce and Vela identified over 20 different types of strategies for engagement within spaces.[25] This led them to observe the relatively minor role of Colombian CSOS in actually 'taking decisions' within the spaces in which they act, with most partner organisations listing 'building agreements', 'proposals', and 'mediation' as the main strategies.

24 In the Guatemala report, this is referred to as 'formal participation by invitation' (Gish et al, 2005).
25 Decision-making, debate, building agreements, influence, interlocution, lobbying, protest, accountability, making visible, pressure, articulation, follow up, formation of public opinion, scrutiny and recommendation, resistance, proposal, negotiation, peace-building, complaint, encounter, and mobilization.

Looking at what happens within spaces serves two purposes for the CFAs and their partners. First, it enables agents for change to assess more critically – and creatively – the merits of selected strategies for engagement and consideration of possible alternatives. In Sri Lanka, for example, much work was spent getting women to the plantation management committee but less attention was paid on the skills and strategies for using the space effectively once they were there. Second, it enables the CFAs to have clearer expectations of what their funding will achieve and what constitutes a significant result. Thus Madre Selva's evolution (Guatemala) from local activism to undertaking more national level advocacy work on tougher environmental conflicts illustrates strategic growth, and a shift in what might have been expected in its early years as compared to today. Adding this fourth dimension to the 'power cube framework' can help CFAs fine-tune how they can contribute strategically to this kind of strategic evolution.

In summary, the issues related to 'place' and 'space' have several implications for CFAs and their partner organisations:

- continue to work at and to value all levels but invest more in consciously building linkages between partners (also of other CFAs in-country) that can mutually enhance level-specific actions;
- encourage partner organisations to strategise explicitly in terms of the relevance and relative effectiveness of occupying certain 'spaces' and in terms of what should, could and does happen in the spaces;
- on the basis of an explicit strategy around spaces and related strategies for engagement, support partners in strengthening those qualities that they need to be more effective;
- be clear that 'participation' in a particular space does not necessarily mean transformation of power inequalities – there can be much action, with little political or practical change.

4.5 Gender and 'Civil Society Participation'

Much work on addressing gender inequalities is being undertaken by all the CFAs. Perera and Walters (2005, pg 33) summarise well the general strategy pursued by CFAs and partner organisations: Many partner organisations focus on 'creating opportunities for women to occupy claimed spaces and to gain self confidence in these claimed spaces. They prepare women to negotiate in the invited spaces with government authorities and with others with powerful positions like the police, community leaders, etc. They are equipped to challenge the power structures and to claim their rights. These women groups are further strengthened through networking and often bring information on alternative forms of development to the 'male' -streamed development processes'.

Concretely, in Sri Lanka and Uganda, Hivos' support focuses on gender-related issues, in Sri Lanka notably on violence against women and migrant workers and in Uganda via several large network organisations on diverse activities (including leadership training, gender budgeting and monitoring, advocacy on gender equity of micro-finance, and awareness of women's rights).

In Guatemala, where gender was officially a secondary focus and some vacillation around related funding allocations were noted, Hivos supported CSOs in the areas of capacity-building of (indigenous) women to enable claiming of rights and accessing decision-making, auditing of government policies and work on sexual identity. Plan's work on gender issues focused largely on capacity-building for empowerment – through training of women promoters, ensuring girl access to schools, and awareness-raising about reproductive rights, but also facilitating equitable access services and providing legal support. Cordaid's support for gender-related work in Sri Lanka focused less on its peace-building theme and more on the plantation sector (including violence against women, capacity-building, representation on plantation committees). In Uganda, regional and national legal rights advocacy work is funded by Cordaid, while in Colombia the work of Conciudadania stands out for building a sense of cultural identity and belonging which could enable a civic and civil response, notably by women leaders. Novib's work on gender in Uganda has focused mainly on advocacy issues, such as support for women's engagement with the review of the 1995 Constitution, and advocacy on women's land rights and on the Domestic Relations Bill. In Colombia, Novib supports work on promoting female participation in public policy making and generating feminist consciousness.

This wide range of work covers the different domains of civil society participation, mainly focusing on domains 1, 3, 4 and 5 (see section 4.1). As women's organisations and CSB were the focus of the previous thematic evaluation (Zuidberg 2005), this study does not speak to this relationship in detail. Nevertheless, two observations merit attention.

First, the interconnections between gender relations, violence (in all shades) and civil society participation stood out in all the country studies. While Hivos and Novib have gender-specific priorities and targeted activities, the importance of gender issues arose in many, if not most, organisations and activities, either as a central priority or as one that needed to be addressed within the context of other issues. For example, intra-family violence is a serious problem in Colombia and lays the basis for a climate of fear and social relationships mediated by conflict that affects the quality of participation at other levels, such as the respect given to and felt by women in formal spaces. In Sri Lanka, the war, violence, insecurity and poverty have resulted in high levels of alcoholism, domestic violence and suicides that adversely affect women disproportionately. In Guatemala, violence too, has particularly scarred women. Hence the importance of work such as Mujeres Maya Kaq'la (Hivos Guatemala) that helps Mayan women move from victimhood to public participants and which lays the foundation for more participatory society, that of peace promoters supported by Plan's partner in Colombia and the technical and advocacy work of WERC (Cordaid-Sri Lanka) on the Domestic Violence Act.

The second observation is that in-country responses by partner organisations to gendered aspects of CSP varied from fragile to strong. The Uganda country study lauded the long term investment by CFAs in women's organisations and on gender issues, which had contributed to very significant advances for gender equality in terms of economic and political opportunities, policy analysis and changes, competencies among women at all levels to have a significant voice on their issues, and strong organisations working on domestic violence, gendered dimensions of HIV/AIDS, education, and so forth. In Sri Lanka, notable advances have been made in the area of Muslim women's rights and women tea plantation workers. By contrast, in Colombia, while women are

high among the victims of sexual abuse, domestic violence and forced displacement and have played key roles in community mobilising and civil resistance, they still appear to be very poorly represented as political leaders and holders of power. A clear exception there was Conciudadania (Cordaid partner), which was 'exemplary in its efforts to consolidate women as social protagonists in the region' (Pearce and Vela, 2005 p25). Also, in Guinea, while significant advances are made in girl schooling which is undoubtedly foundational work and women are now allowed to participate in (some) councils of elders and community councils, other critical opportunities for engaging with entrenched gender inequalities and abuses, such as female genital mutilation and gender issues within CSOs, have not being taken up by Plan. In Guatemala, some essential work has been funded but Hivos appeared to waver on its importance, thus risking discontinuity.

The country studies suggest three areas in which CFAs can strengthen existing work on gender inequalities and civil society participation across the different CSP domains.

First, all the CFAs have room for improvement when it comes to the integration of gender policies and conflict/peace-building policies to come to a gendered understanding of violence and conflict shape the country/regional strategies of the CFAs. Understanding the gendered dimension of power and violence is a cornerstone to effective CSO support. While a gendered understanding of power is present to varying degrees within the CFAs, strongest in Novib and Hivos, a gendered perspective on the effects of violence is much less strongly present. Novib is the only CFA with a multi-layer perspective on the nexus between gender inequality and (contexts of) violence, although this does not appear to have clearly shaped its policy during the evaluation period, while Hivos' policy restricts itself more to the human rights dimension of conflict. Cordaid does not have a strongly integrated perspective on the two aspects. In the case of Plan, experience is varied, with Colombia undertaking important work on domestic violence while in Guinea, timidity with respect to this theme can be discerned that seems to be holding back support for more challenging gender violence work. Some examples of innovative and exemplary work on tackling gendered violence could be found among the partner organisations and initiatives but it does not emerge as a consciously embedded perspective that manifests itself in a solid and coherent body of support for partner organisations. Separating these two perspectives risks a false separation between support for gender-related action and for civil society participation in contexts of violence. In Colombia and Guinea, in particular, findings point to a need to strengthen work on gender inequalities as integral to support for civil society participation.

Second, the CFAs can provide partner organisations with more support, via a gendered perspective on spaces and power, to strengthen their pursuit of a consciously pro-equality model of development. As the Colombia report states: 'Issues of gender relations, ability to promote particular interests while building the collective good, invisible power amongst and within CSOs and the way experience of violence can impact unconsciously on behaviour within participatory spaces, are some of the themes which emerged' (p iii). While all the CFAs provide support on gender mainstreaming in partner organisations or their own work (as in the case of Plan), there is potential for encouraging CSOs to go beyond strategies that simply place women in previously 'closed spaces' and to invest more in strategies to address that these spaces are then genuinely used to further women's interests or to address tough topics related to invisible power. For example, in Colombia, Conciudadania's own clarity on gender

relations and the connection to building a peace culture that challenges patriarchy has led them to opt for difficult topics such as the mental health of victims.

Third, and this is a question,[26] is whether the collective portfolio per CFA and among the CFAs tackles comprehensively the type of cross-level action that is required to change patriarchal practices. In Uganda, for example, the Equal Opportunities Committee campaign required not only ensuring that an issue was enshrined in policy, but also now requires much follow-up work to overcome inadequate political goodwill, poor technical capacity within government ministries and insufficient resources that hinder implementation of the policy. Work on women's awareness and competencies must be matched with efforts to obtain openness by the political spaces in which women are being expected to exercise their voice to listen. Structures, procedures and attitudes at all levels of the administration need concerted efforts, and it is in this area that more conscious collaboration and linking between CFAs via their partners might prove fruitful. The power framework would facilitate a comprehensive analysis of where gender-equity obstacles exist, where strategic efforts are occurring and where critical gaps remain and could be addressed by the CFAs and their partner organisations.

4.6 Service Delivery and CSP

In Uganda and Guinea, the bulk of CFA funding is directed towards aspects of service delivery, which can be defined as 'the provision of a broad range of health, education, legal, financial, environmental management, infrastructure and economic development facilities and support services... [needed] for people to have their basic physical and human needs met' (Uganda report, p. 56). In Sri Lanka and Colombia, service delivery can be found interwoven in the work of several partner organisations. In Guatemala, although Hivos' partners involved in the evaluation focused on other domains of civil society participation, some also provided specific services. Some examples of the diversity of work undertaken on this issue are:

- Uganda – ACORD (Novib[27]) providing basic services to communities in the north and LABE (Novib) providing educational services, NACWOLA (Hivos) supporting health initiatives for people living with HIV/AIDS, Plan Uganda's widespread work on education and health provision and many of Cordaid's partners engaging in health and care provision, including the innovative work of TPO providing for the psychological and mental care of those affected by conflict in Northern Uganda and now Eastern Region;
- Guinea – Plan's extensive work on education, health, and community infrastructure in an area of the country where virtually no other NGOs are active;
- Sri Lanka – PREDO (Cordaid) working on education among the tea plantation workers, CHA (Cordaid 's 'relief, rehabilitation and reconstruction' support in refugee camps in the north and east;
- Guatemala (Hivos) – Oasis' work on facilitating access to affordable medication for HIV+ citizens.

26 Time did not permit undertaking this assessment comprehensively within the context of this evaluation.
27 Novib undertakes much work on service delivery in line with is Aim 1 'the right to a sustainable livelihood' but their partners working on this issue were not prioritised for inclusion in the country studies (Colombia and Uganda).

One observation about the link between service delivery and CSP stood out during the evaluation process. While the CFA policies are clear about how service delivery work can enhance 'civil society participation', many of the partner organisations would not necessarily consider much of their service delivery work to fall under this label. Furthermore, in the country studies, it was clear that while partner organisations consider issues of power, (political) space and violence in their service delivery work, it is not always guided by a clear understanding of how service delivery, empowerment and CSP are related.

Since the relatively recent surge of interest in rights-based approaches (Cornwall and Nyamu-Musembi 2005), development activities seem to be viewed by some development actors in a rather dichotomous manner as constituting either political or non-political work. Much of what is deemed to fit within a rights-based logic is considered 'political' and tackling structural causes of poverty, while the rest is considered 'old style' service delivery development that alleviates the symptoms of poverty. Again it must be noted that this is not the case for the CFAs but has been noted among partner organisations. The CSP perspective of this evaluation challenges this simplistic dichotomy as being both unhelpful and misleading, leading to missed opportunities.

People's citizenship entitles them to basic services and provides the springboard for other developmental endeavours in terms of claiming rights. At the same time, claiming service delivery provision is itself a political act of rights realisation. Therefore, a critical component in service delivery is how the poor, marginalised and vulnerable (and their organisations) participate in defining needs and priorities, ensuring access to and quality of services, and collaborative service provision, including volunteer-based service provision. This is a decades-old debate that has spawned much of the participatory focus of development activities in recent times. Added to this is the renewed emphasis by many government funding agencies in the North on direct poverty alleviation goals in the form of service delivery as a technical/administrative activity, and a shift in channelling this through government channels in the interests of stimulating 'good governance'. As a result, CSOs, in general, are experiencing a squeeze on resources for this work.[28] Simultaneously, they are also recognised by funding agencies as playing a vital role in the social change and advocacy spheres.

Thus the challenge for CSOs lies in articulating clearly the interconnectedness between their service delivery function and that of more structural change of power relations. A key observation from the evaluation is the need to consolidate more clearly the relationship between service delivery and social change/advocacy functions of partner organisation and initiatives. The CFAs, in particular Cordaid and Plan, are encouraged to work more actively with partner organisations on articulating the CSP dimensions of service delivery activities (see Box 3).

28 In some contexts, for example some cases of decentralisation, such resources in turn flow to CSOs by local governments which have insufficient capacity for implementation.

BOX 3 – Questions to probe the CSP dimension of service delivery activities

- To what extent are service delivery-oriented partner organisations or initiatives involving their constituencies and clients in identifying and formulating service delivery needs and programmes? How could this be improved?
- To what extent do constituencies and clients influence the governance of the partner organisations that are providing or organising the services? How could this be improved?
- To what extent are more established (intermediary) CSOs building the capacity of community organisations and structures to become more self reliant in claiming, establishing, managing and, in some cases, providing service delivery? How could this be improved?
- Are the partner organisations making optimal use of their potential to advocate for improved service delivery policies, funding, programmes and quality of delivery from various levels of government, or to support constituencies and clients in this or their own service delivery advocacy work?

4.7 Economic Development and CSP[29]

Economic development was excluded from this thematic evaluation for pragmatic reasons, as it was to be (and now is) the focus of a separate thematic evaluation. One of the CFAs expresses regret about this decision as many partner organisations in the countries are supported for their work on that theme, notably through Hivos' Economic Development theme, Cordaid's 'Access to Markets' programme and Novib's Aim 1 'the right to sustainable livelihoods'.[30] Separating economic development from CSP – or not making the relationship explicit – is an artificial split, one recognised by these three CFAs in particular and whose policies view the business sector as an important partner in development.

Rather than lose the observations obtained during the evaluation on this issue, several reflections are offered here for the CFAs to further enrich ongoing discussions on the nexus between economic development and CSP. It should be noted that these reflections are not based on a systematic assessment of all the CFAs in all the countries.

The integration of these two spheres of work is clear from the Uganda, Colombia[31] and Guinea cases, where civil society participation in various aspects of business life was noted as critical and happening (see domain 5 in Table 5). The examples encountered by the teams focus less on organising for economic justice such as holding the business sector to account, and more on the insertion of a pro-poor perspective and presence in existing economic institutions, such as:

- facilitating producer groups to engage with market boards and to improve their bargaining power (Uganda);

29 Misunderstandings appear to have persisted among the CFAs about the extent to which 'economic development and CSP' was to be included as a cross-cutting angle. The Steering Committee told the evaluation team not to include this angle due to a planned evaluation by IOB, although this was not clear to all the CFAs.
30 Plan does not include a perspective on economic development in its policy paper on Civil Society Development. Economic development exists in projects in the form of income generation activities but these are not articulated in terms of CSP, but rather focus on increasing access to food and roads for market access.
31 The examples encountered in Colombia were not CFA supported but emerged with interviews with various actors in the business sector.

- making small-scale farming more profitable via cooperative marketing (Uganda);
- lobby work to ensure recognition of certain livelihoods in national policies (such as the Karamojong pastoralists within the PEAP) (Uganda);
- organising miners, mainly women and children, into communal land associations (Uganda);
- facilitating partnership between private organisations and communities to provide basic services (Guinea);
- building alliances and facilitating partnerships between grassroots agricultural CBOs with sub-county officials and councillors and district level CSOs (Uganda);
- linking smallholders with the business sector for better marketing (Uganda); and
- capacity building of partners on marketing and market linkages (including lobby) (Uganda).

A first reflection is about the possible value of the power framework for conscious strategising with partner organisations around key obstacles, opportunities for engaging in existing spaces or creating new ones, and identification of best-bet strategies. In this way, a 'civil society participation' perspective on sustainable, pro-poor economic development can add value to existing work to ensure that economic development supports the key target groups of the CFAs. As the Uganda report states: '...market liberalisation, privatisation and economic globalisation has made the lives of poor, marginalised and vulnerable increasingly closely linked to the decisions and actions of private sector businesses and corporations. Consequently advocacy oriented towards the private sector actors is becoming an increasingly important role for civil society' (p. 66).

Second, in countries where the business sector is fairly well developed but has traditionally been averse to engagement in more progressive political projects, a new set of partners may present significant opportunities to further enhance CSP. For example, in Colombia, the team noted the emergence of a democratic and peace impetus amongst the business sector, a concern to fight corruption and enhance the ability of civil society to hold the state accountable. This is provoked by the cross-class effects of high levels of corruption and inefficiency of municipal administrators, the rise of the illegal drug economy and the violence this has generated. In one region, a (semi-privatised) electricity company was the object of guerrilla attacks, leading it to seek social alliances with communities in the region.

A third implication is that, given the opportunities of new partnerships, much strategic thought is required to ensure appropriate strategies for engaging with the private sector. Often considerable suspicion must be overcome that exists between business sector organisations and CSOs, and relationships are forged in ways that do not detract from the interests of the poor and vulnerable. Naivety about the history of political collusion in some cases and disinterest in others, of the business sector, would be a mistake. In other cases, strategies for linking the rural poor with the business sector must be placed in the context of significant national policy opportunities, such as the Agricultural Modernisation Plan and the functioning of the National Agricultural Advisory Services in Uganda.

Related to this is the need for CFAs to provide appropriate forms of support to partner organisations. Venturing into economic development means new challenges such as mobilising producer groups, addressing capital investment requirements to ensure access of the very poor to certain markets (as in the case of organic production, for

example), ensuring clear and fair contractual arrangements, and developing effective marketing channels and strategies. Central in this is mastery of a new vision and set of competencies by CSOs to access what are often closed spaces of decision-making.

It is the understanding of the evaluation team that the IOB evaluation on economic development will include a strong consideration of the link between economic development and civil society participation. It is hoped that the observations in this evaluation report on CSP can complement that analysis.

4.8 CSP as 'New' Term and Operational Principle?[32]

If CFAs are intent on enhancing citizen participation and civil society engagement, then this evaluation suggests that 'CSP' as defined in terms of the six domains is a solid and encompassing concept. Clearly the ideas underpinning civil society participation are important. It adds precision to the concept of CSB that is used widely within the Dutch development discourse and pushes the discussion further to explicitly include power dynamics. It relates directly to the desired outcome of civil society building that the CFAs support. The conscious choice of this theme for an evaluation and our subsequent observations in the country studies show that all CFAs are aware, in different ways, of the importance of this dimension to their work.

It is useful to make a distinction between the broad concept of 'civil society participation' in all the richness as discussed in this evaluation and the specific term 'civil society participation'. It is clear that the evaluation supports continued use of the concept of civil society participation in further work by the CFAs.

However, a key question for the CFAs is whether it is useful or not to continue to use the term after this evaluation. It has clearly been a useful term for this evaluation. The people involved have grasped the difference between civil society building efforts and participation of civil society. The evaluation team, too, increasingly found it a useful and above all important term, given the need for more focus on the power dynamics and inequalities within development.

If the CFAs opt for continued use of the term 'CSP', they should be mindful of the possible misinterpretation of the term by others. The adoption of CSP as a label that signifies 'the participation of citizens and civil society organisations in decision-making processes' (see Preliminary Paper) carries some risk of dilution. Notwithstanding the history of 'participation' and 'civil society' in development discourse and practice, CSP as such is a recently developed concept, and is therefore an empty container that can be filled with different meanings. One potential interpretation of CSP concerns the enhanced participation of poor and marginalised people as an expansion of civil society without any change to the political and economic structures that have historically maintained people in poverty and prevented an equal enjoyment of full citizenship rights. This version would take power in all its manifestations out of the frame. Clearly, this is not the intention of the CFAs for whom the inclusion of power as an analytical perspective was the very driving force behind this evaluation. Thus the central role of power within the understanding of 'civil society participation' as supported by the CFAs

32 This section draws on notes produced by Dr. Rosalind Eyben from team discussions in May 2005.

must be communicated clearly if the term is to have a longer usage than only for this evaluation.

An alternative choice is to give CSB a broader connotation than the common usage as per Biekart's dimensions. Then clearly the CFAs will need to invest some energy in embedding the extra perspective on inequitable power relations into the understanding and operationalisation of the term 'civil society building'.

An important additional question that emerged in discussions is whether or not 'CSP' has the potential to become an operational principle in more practical terms, such as for partner/project selection, monitoring and evaluation, providing strategic support, claim-making and reporting, thus giving more concrete meaning to the concept. The CFAs will need to consider some of the dilemmas.

How CSP (as defined by the CFAs) could guide partner selection illustrates such dilemmas well. To start with, clearly not all organisations with a participation-enhancing goal are CSOs. They might include, for example, state agencies, such as national women's commissions. Conversely, not all CSOs working for poor people's political empowerment would be acceptable to CFA partners, for example those that evolve into formally constituted political parties; those using violent means; and those whose efforts are prejudicial to other poor and marginalised sections of society. Even after excluding certain categories of organisations whose intervention strategies are not acceptable to CFAs, many organisations with differing strategies remain from which CFAs can select partners. On what basis should this choice be made and how transparent should the CFAs be concerning their own theories of social change and models of intervention? Should the CFAs' selection of partners be guided by finding those organisations who share the same theoretical and strategic approach or, alternatively, should the CFA be open to supporting partner organisations with many different approaches? If the latter option is chosen, what are the implications for supporting networking and information sharing between partners? Can the CFAs play a role in enhancing a 'çulture of participation' in which partners with different change strategies but a shared commitment to societal change strengthen their capacity to relate to and deliberate with each other? And how will monitoring and evaluation occur if enhanced CSP is 'claimed' by CFAs, given the experienced dearth of clear documentation that supports such claims?

Whichever route each CFA may take with the term CSP, it is important that the choice is conscious and explicit. Leaving the concept open for multiple interpretations and in broad terms may lead it to become an implicit expectation without enabling organisational procedures or a de facto reality without clarity about what it actually means.

These questions form part of the deliberation that CFAs should make to ensure an explicit choice either for or against CSP as an operational concept and avoid it slipping into the development jargon that encompasses whatever version of more or less power-challenging participatory practice that the user wishes.

5 Assessment per CFA of Contribution to Enhancing 'Civil Society Participation'

As explained in Section 1, this evaluation analyses four CFAs in terms of the effectiveness of their strategies, policies and procedures at enhancing civil society participation. To do this, it is necessary to understand the intervention logic of each CFA on 'civil society participation' as described in its policy documents, summarise the range of CSP initiatives that they support, and from that to assess the coherence of their strategies, policies and procedures, how this interacts with their partner organisations relations, and how they deal with the core concepts of 'participation' and 'power' that are the focus of the evaluation. This cascade of inquiry led the evaluation team to an overall assessment of the effectiveness of each CFA.

5.1 Cordaid

For Cordaid, a cross-comparative assessment was made between the Uganda, Colombia and Sri Lanka country studies in terms of four aspects that relate directly to the research questions (see section 1.2): coherence, relationship with partners, and participation/power, before summarising overall effectiveness. First a summary of Cordaid's intervention logic is given, followed by a short description of the profile of work in each country.

5.1.1 Intervention Logic[33]

Up to the end of 2002, the internal logic of Cordaid focused on four areas of work: basic needs, economic development, human rights/democracy, and emergency aid. Three cross-cutting issues were identified as: urban liveability, peace and conflict, and HIV/AIDS. This changed towards the end of the period encompassed by this evaluation, when certain cross-cutting issues were upgraded to organisational priorities and other cross-cutting issues were identified. Since January 2003, four thematic priorities drive Cordaid's work in its funding allocations and partner selection: Peace and Conflict, Health and Care, Access to Markets, and Urban Liveability.

Following the CSB evaluation (Biekart 2003), Cordaid produced an internal discussion paper on 'civil society building' in 2003 and since then has produced policy papers on each thematic priority in which CSB aspects are interwoven. The CSB discussion paper is considered a framework of ideas around which operational aspects need to be shaped. An additional policy perspective is articulated on vulnerable groups. Views on the relationship between CSP and CSB are varied. Some view CSP and CSB as a 'two way street' with agency (CSP) lying at the basis of structure (CSB) but also occurring within the structure. Others see CSB as leading to CSP, or conversely, enhanced CSP being the result of CSB.

33 Based on Cordaid Desk Study, Guijt 2005a.

As for all the CFAs, there is no agreed organisational perspective within Cordaid on CSP nor is it an organising principle in the organisation. The diversity of understanding is well- illustrated by the thematic-specific interpretation of CSP:

- Peace & Conflict talks about engaging citizens, creating new dialogues, providing information on rights;
- Health and care considers CSP more as a matter of ensuring access to care, choice of service, quality, use and perhaps lobby;
- Access to markets focuses on CSP in terms of the capacity to negotiate and position oneself in the market chain; and
- Urban liveability sees CSP in terms of a question of enhancing democratic governance and ensuring plural voices, particularly of the marginalised.

In its 2003-2006 strategy, Cordaid's operational focus is shaped by the four themes (see section1.2) for each of which a policy paper was developed. These policy papers, however, still remain fairly open-ended in terms of the procedures and partner processes that are meant to embody policy statements. They do not provide concrete guidance as to partner selection nor do partners fit neatly into one or the other theme – as one Cordaid staff member said 'the practice of the organisation cannot fit within the straitjacket of the themes' (van Leeuwen, pers.com.). The higher up one moves from small-scale, local CSB initiatives, the more difficult it becomes to see the results of CSB work.

Although all thematic areas include civil society-specific objectives, they encompass differing levels of CSP focus. 'Civil society participation' as a strategy is most prominent in the themes Peace & Conflict and Urban Liveability, which both stress the key to peace and urban governance as lying with an engaged and empowered citizenship. The Access to Markets theme recognises the need for more citizen voice but mainly discusses the need for improving economic thinking and capacity. CSP is perhaps weakest in the Health and Care in its focus on service delivery and quality improvement, although there is while recognising the need to shift away from a charity and service perspective. These thematic areas of Cordaid's work were recently supplemented by an organisational policy on vulnerable groups (2004), in which, far from implying a charity mentality, emphasises the need for the system to adapt to the person, not the person to the system.

5.1.2 Overview of CSP-related Work[34]

The choice of priority themes per country determines to a large extent the nature of CSP activities in that country. Therefore, Cordaid's programmes in the three countries involved in the evaluation differ considerably.

Cordaid's programme strategy in *Uganda* prioritises the 'Health and Care' (50% of 2003-2004 budgets) and 'Access to Markets' (34% of 2003-2004 budgets) themes, with most partnerships falling under these two themes. Cordaid has significant partner work focused on conflict issues (and conflict regions), although this is not a formal thematic priority. The remaining funding supports CSOs involved in strengthening Cordaid's partners' capacities to mainstream approaches to issues of gender, HIV/AIDS and conflict within their organisations and programmes. A fourth stream of funding is 'Other' and allows them to support national advocacy and lobbying NGOs. The Health

34 Drawing on material from the Colombia, Sri Lanka and Uganda Country Studies.

and Care work is channelled mainly through three national-level organisations and four Diocesan health systems, in which Cordaid's focus is on improving quality, accessibility, management and integration. The Access to Markets work focuses on the agricultural sector, formation and capacity-building of interest-based groups, and policy/service provision oriented lobby.

Cordaid's programme in *Sri Lanka* centres on the 'Peace and Conflict' theme but also includes substantial work on plantation workers' rights. The programme focuses mainly on creating dialogue and improving relations between social/ethnic groups, with the aims of the current programme being to raise voices of civil society in the peace process, with special attention for marginalized groups like the Tamil tea plantation workers and the Muslim population. The programme is also dealing with issues of citizenship in the plantation sector. The peace organisations are more recent partnerships, reflecting a shift in Cordaid's policy towards more social movement and network-based partners. Cordaid's earlier portfolio of partner organisations show a limited number of CBOs and movements, many (church-related) NGOs, few lobby and advocacy organisations, and some networks in the plantation sector and the peace sector as its partners. Currently, the partnership portfolio includes several grassroots/village level groups, district level consortia, national level advocacy and dialogue networks.

Cordaid's programme strategy in *Colombia* centres on 'Urban Liveability', 'Peace and Conflict', and 'Access to Markets'. Cordaid is most active at the national, regional and municipal level in Colombia. It has a long history of work in Colombia and a deep knowledge of the political processes of the country and its complexity, concerned in particular about the rise of paramilitarism and the authoritarian tendencies in the government and the impact of these on the poor and marginalised. Cordaid has strongly emphasised participation as peace-building in Colombia which cuts across its work on market access and urban living. In the latter an innovative theatre project in the poorest and most violent districts of Cali (Teatro Esquina Latina) is creating participatory youth spaces. This is a counter-project to the armed groups who have their 'offices' in the districts, where they suck young men into work as assassins and drug traffickers.'

Table 6 (see Annex 9) illustrates the range of civil society participation work by CSOs receiving Cordaid support, categorised in terms of domains that were identified from in-country observations (see section 5.1 for an explanation of the domains). This list only illustrates the diversity of efforts and is not a comprehensive list of all work supported by Cordaid in the three countries involved in the evaluation.

5.1.3 Assessing Cordaid's CSP-related Work

For Cordaid, a cross-comparative assessment was made across the three country studies in terms of coherence, relationship with partners, and participation/power to come to a statement on overall effectiveness.

Coherence

In the countries, thematic priorities – and how they articulate CSP – very clearly shape the portfolio of partners. In general, this has led to a coherent match between the stated agenda and partner selection. However, the diversity of interpretations present in the four most recent thematic policy documents shows that work on sharpening an understanding of CSP in a broad sense and embedding it programmatically is still in progress.

During the evaluation period, Cordaid[35] was undergoing an organisational transition (both an organisational merger and strategic reorientation) – and it must be recognised that time is needed for new strategies and approaches to be reflected in country level support. Hence, the evaluation teams observed a process of ongoing alignment towards more coherence. In Sri Lanka there has been a strong – and commendable – shifts toward focusing on CSOs working in peace and reconciliation, and taking risks with some of the partners in order to further the idea of enhancing participation in the peace dialogue for all citizens. For example, Muslim groups are now consciously part of the partner portfolio. A marked shift is also visible from intermediary organisations to movements. In Colombia, there has been a stronger focus on grassroots level groups. The most notable example of this is for the 'Health and Care' theme in Uganda, where a diverse programme was inherited from the Cordaid merger. A visible shift in the portfolio has been undertaken in the past five years from a project and service delivery emphasis among many smaller projects toward strengthening organisational capacity and voice with a more consolidated set of partners. More recent efforts are focusing programmes geographically and in sectoral terms (around health and markets). The number of partners has been reduced, focusing organisationally on strengthening partners to take on a CSO role vis-à-vis the central and/or local government.

This relative coherence does not mean that visions on how citizen and CSO participation are enhanced cannot be sharpened within Cordaid. Much could be gained by learning from some of the more exemplary innovations in CSP-related work, such as in Uganda with the work on disabled voices or the work of Conciudadania with women peace builders, and sharing lessons with other partners. Furthermore, the lack of internal coherence across the themes related to CSP – especially considering the critical role they play in shaping partner portfolios – needs to be tackled. The ongoing effects of the merger of Catholic charities, and the related complex picture of funding streams and accountabilities, means that it remains important to seek ever greater coherence between policies and partners but that this must also be guided well vis-à-vis the partners to ensure transparency. Finally, Cordaid is encouraged to strike a better balance between supporting grassroots organisations and maintaining sufficient intermediary support to effectively reach grassroots and support national level advocacy. For example, the desire to favour the grassroots level in Colombia in order to avoid building over-dependent NGOs may lead to insufficient support for strengthening intermediaries who play a critical role.

Relationship with Partners

In terms of how Cordaid relates to its partners, the CFA's work can be commended in several aspects. In all countries, Cordaid shows itself to be loyal to its partners. It works with an (increasingly) consistent set of partners and has, on occasion, taken courageous decisions to maintain this support or to take on new areas of support. For example, it has worked with Colombian organisations ejected from church institutions and is working in the Sri Lankan plantation sector where civil rights for workers have been grossly abused. It has also invested in networking and a consortia approach with partners to strengthen civil society impact (plantations in Sri Lanka, health sector reform and disabled children in Uganda). It actively supports strategic shifts of partners who are responding to a dynamic environment and stays with them on a long term basis (for example, Conciudadania in Colombia). Furthermore, in Sri Lanka and Uganda,

35 This is also the case with Novib and Plan Netherlands.

core funding is highly appreciated by partners, which makes possible project-tied funding from other donors. The combination of loyalty and core funding is particularly important for CSP type work due to the long term nature of social change and the need for flexible, responsive action that may well not follow pre-determined plans. Partners also appreciate that they are consulted on thematic priorities, although final decisions are taken by Cordaid staff in The Hague. In Uganda, partner (and other stakeholder) consultations took place in defining country strategies, objectives and consortium work around thematic priorities, e.g. Health Sector Reform Care of Vulnerable People; Access to Markets, with the same taking place in Sri Lanka in defining the focus around 'peace and conflict'. Nevertheless, partners in Sri Lanka also voiced their desire for more 'true' partnerships and genuine joint policy making, indicating there is scope for improving this or at least clarifying mutual expectations.

Cordaid appears somewhat hampered by its strategic structure in two ways. First, it affects the extent to which its CSP work is made visible. The categorisation of certain types of support according to country thematic priorities means that significant other work that does not fit the defined themes for a country becomes less visible and more difficult to report on. For example, in Uganda the 'other' category of work, includes the strategically critical work of CDRN on capacity-building of other partners and UDN on debt relief advocacy work, and represented most of the CSP initiatives looked at by the evaluation team. It does not fit easily within the four prominent themes of Cordaid. The second issue relates to the lack of coordination across thematic sectors within a country, given the model of working with separate programme officers for each theme. In Uganda, two Cordaid partners working at the district level (SOCADIDO and TPO regional office) and only 0.5 km apart were only vaguely aware of each other because they related to different programme officers. Yet both were dealing directly with issues of conflict and citizens' voices. From a power cube perspective, one would think that there would be potential for CSP-related synergy and learning across the themes.

Finally, Cordaid should review its cross-level work on citizen and CSO participation enhancing work. It does not appear to undertake much shared advocacy and lobby in country or indeed at the international level. There is scope for linking action related to CSP across levels more, such as in the successful but isolated case of NAFSO (Sri Lanka). Another example is related to the Peace Laboratories in Colombia. Cordaid has provided much support to peace activists and municipal resistances to armed groups in Oriente Antioqueña. However, in Europe, the Colombian government – which denies there is a war – is trying to win political support for an organisation (ACSI) that would channel bilateral and multilateral aid towards CSOs in Colombia, effectively controlling their activities. There is a danger that participatory processes in the region may be weakened rather than strengthened by the influx of EU funds via ACSI and government efforts to maintain control over them. Cordaid could strengthen the impact of its Colombian support, by developing a position on this governmental, Europe-focused process that could jeopardise the accumulation of vital local CSP work.

Participation, Power and the CSP 'Landscape'

Cordaid supports a wide diversity of CSP initiatives in the three countries (see Annex 9, Table 6) – more than the head office in The Hague is articulating in its written documents. Several aspects of its support for partners engaged in CSP work are worth commending.

- Cordaid is actively seeking possibilities for citizen involvement in peace-building at track one level (formal negotiations) and track two processes (NGOs), not just track three.[36] This is enabling civil society organisations to engage with formal peace negotiation spaces from which they would otherwise be excluded.
- In Uganda, there is a growing advocacy and voice dimension to the work in 'Access to Markets' and livelihoods/agriculture (for example, VECO), as well as in the care of vulnerable people.
- As regards the 'power' dimensions from the analytical framework (see section2.2), Cordaid's partners appear to focus on visible power relationships – getting people's rights that are known to be marginalised on formal agendas. But there is also an eye for working on invisible power relationships in the awareness-raising and lobbying work with marginalised groups (refugee women, slum dwellers, tea plantation workers in Sri Lanka, children with disabilities). Meanwhile, its legal aid related work tends to focus on hidden power – removing impediments to participation of groups.

However, while CSP-related work is strongly present among partner organisations, it is not always well articulated or clearly understood (notably in Colombia and Uganda with multiple country thematic priorities). Several issues were noted that Cordaid could consider worthy of more investigation.

- The term 'civil society participation' caused some head-scratching in the organisation. The ranking process led to considerable discussion between the evaluation team and Cordaid in particular (as compared to Hivos and Novib) about how to rank the partner organisations. This illustrates that pre-existing understanding of CSP in the organisation was not clear.
- There is insufficient reflection and learning related to 'participation' as a theme in the relationship between partners and Cordaid, which revolves around funding activities (and administering this) and discussions about Cordaid's thematic priorities.
- In Uganda, there is a marked imbalance in the presence of a CSP perspective in the portfolio. Cordaid is funding interesting CSP endeavours but the bulk of funding is health-related and focuses on organisational civil society building rather than civil society participation. This is partly due to the enormous challenge of health sector reform and harmonisation of non-profit with state health systems but also probably due to the different emphases on 'civil society participation' of the thematic priorities in Cordaid (see section4.1.1) that leads to different emphases in partner selection. This inconsistency should be given some attention.
- There is an emerging strategic vision of citizen involvement in peace process in Sri Lanka and Colombia, but this could be stronger in Uganda – despite it not being a thematic priority. Faith-based partners in Uganda have played vital roles in conflict, peace-building and mediation efforts but not yet with a strategic participation perspective.
- Cordaid's interactions with partners have lacked a focus on encouraging participatory organisational cultures (see section5.3), in part due to its link with a generation of NGOs that have not thought through gender equity in detail and due to a focus on ensuring participatory action (see section5.3 for more on the distinction between participatory action and participatory culture).

36 Lederach 1997.

- Working with partners to address invisible power issues can also be strengthened. This would be an obvious angle of the work by partner organisations' work in Uganda with community-based approaches to post-conflict and poverty-related psycho-social health issues but it is not (yet) tackled.
- In Cordaid's shift towards movement building, more support could be provided to emerging people's movements to strengthen them conceptually, reducing the risk of these movements weakening due to political pressure. This could require an intensification of the relationship between headquarters and partners than is currently the case.

Effectiveness
Cordaid, as an organisation, is clearly bold in its choice of thematic priorities within countries, is willing to take risks with certain partners, and has an official policy to invest in innovative initiatives (as does Hivos). These aspects are critical in relation to stimulating 'civil society participation', which requires flexibility and a willingness to accept that outcomes of democratic change are hard to guarantee and may well require a long term commitment.

Compared to the other CFAs, it importantly considers the role of religious institutions as CSOs, sometimes working with them or challenging them to step outside denominational boundaries. While in Colombia and Uganda it is able to use the power of the (Catholic) church to encourage democratisation efforts of various kinds, in Sri Lanka it has recently broadened its connections to include Muslim organisations.

Its portfolio of partners – and the work they are undertaking – demonstrates effectiveness in furthering CSP in ways that seem relevant for country context. Notable examples include: the multi-level work on citizen's voices in peace processes in Sri Lanka, work on the voice of the disabled, budget monitoring, pastoralists' voices in the PEAP and psychosocial health in Uganda, and attention to women in conflict in Colombia.

Two areas can be improved to enhance its overall effectiveness. First, and this observation will recur for all CFAs involved in the study, Cordaid is encouraged to develop more vertical links between partners at different levels in-country. Its thematic focus could help guide stronger coherence via issue-based multi-level partner 'clusters' that are supported. This relates to the shift in Colombia and elsewhere away from supporting intermediary organisations, which do, however contribute to the effectiveness of grassroots organisations. Second, as discussed above, there is ongoing inconsistency across its thematic areas, with the 'other' category proving relevant for CSP and yet being relatively 'hidden' within Cordaid. This is also aggravated in some areas by the inheritance from the merger of certain partners with whom work on more structure-challenging, transformative participatory work is less easy (notably in Uganda in the Health and Care theme).

5.2 Hivos

For Hivos, a cross-comparative assessment was made between the Uganda, Sri Lanka and Guatemala country studies in terms of four aspects that relate directly to the research questions (see section 1.2): coherence, relationship with partners, participation/power and effectiveness. First a summary of Hivos' intervention logic is given, followed by a short description of the profile of work in each country.

5.2.1 Intervention Logic[37]

During the evaluation period 1999-2004, Hivos has largely operated under the policy defined in 1988 'Full Participation – a Question of Power'. In this policy, poverty is clearly related to unequal power relations leading to marginalisation of many people in the South. The state's function is viewed as distributor of available resources, at which they are often poor due to historical, political and socio-economic reasons. The role of social organisations is seen as a determining factor in democratic ordering of societies, and as an indispensable link between the state and its citizens, for the protection of rights and the interests of various strata and sectors. (Hivos 1988, p. 4-6).

In 2002, Hivos' new policy document 'Civil Voices on a Global Stage' placed it firmly in the field of civil society building. Hivos prioritised five sectors that inform its choice of partner organisations, the distribution of resources over different themes, and the building of capacity in Hivos and its partners. These are: Economic Development, Culture and Development, Democratisation and Human Rights, HIV/AIDS, and Gender, Women and Development.[38] One new policy area emerged more recently, that of Information and Communications Technology (ICT).

Hivos' understanding of CSB is closely aligned to the notion of CSP that the CFAs used to guide the evaluation. For Hivos, civil society building should focus more on strengthening what exists rather than 'building' as such. The close alignment of the two definitions means that for Hivos, the difference between CSB and CSP – and thus the added value of CSP – is unclear. There is no doubt that CSB has entered the organisational language and understanding. Civil society building is seen by Hivos as an aim in itself and not as a means: institutional support is given to organisations that strive to bring about social and political changes' (Biekart 2003, p. 25). The term 'CSP' is not used explicitly in policy or strategy documents and when Hivos staff members are asked, different understandings of CSP emerge.

Sector policy papers describe the sectoral focus in relation to structural poverty alleviation and civil society building goals. These documents also indicate the inter-relations between sectoral policies, like gender and human rights or human rights and economic development. Hivos recognises that some of these inter-relationships have varying degrees of clarity (such as human rights and gender) and may be more/less problematic (such as economy and gender) – and adds that this needs further clarification with the partners (Walters, p. 5-6). The 2002 policy document includes a framework (p20) that links different policy elements to the approach operationalised in sectors and regions/countries. Hivos can be classified as an organisation with a coherent policy throughout the different domains of its policy. Hivos has a long history on civil society building work and a perspective that is closely aligned with civil society participation as used by the evaluation team.

Hivos aims to practice the humanist values together with its partner organisations and does this by seeking partners who share the same vision, values and political objectives as it does (Hivos 2002, p. 15). Partners need to be independent and autonomous organisations that exist because of their own aims and vision and not because of Hivos' support. The Synthesis study for Civil Society Building (Biekart 2003) states that

37 Based on Hivos Desk Study, Walters 2005.

38 This changed with a merging in 2003, towards the end of the evaluation period, with a merging of the sectors 'Environment and Economy' into 'Sustainable Economic Development', and HIV/AIDS falls within 'Human Rights'.

Hivos mainly opts for non-traditional organisations with a critical and strategic vision aimed at social and political changes, which was corroborated in the country studies. These organisations usually have strong social links, both with grassroots and other organisations (alliances), and they pay, on average, more attention [than Cordaid and ICCO] to the position of women (Biekart p. 35). If possible, Hivos chooses to support grassroots organisations (such as CBOs) and membership organisations. NGOs are only supported if they are also labelled a social organisation (such as human rights organisations) (Biekart 2003, p. 36).

Hivos has different modalities for working with partners. Guatemala is managed via a Regional Office in Costa Rica, while in Sri Lanka Hivos works with a local consultant but without the structure of an office, and both Uganda and Sri Lanka are managed from Head Office in The Hague.

5.2.2 Overview of CSP-related Work

In *Sri Lanka*, Hivos has chosen to work with membership organisations or organisations with strong links to the grassroots, the motivation being that a mass base is necessary to be able to influence government policy at national and district levels and legal frameworks effectively. These organisations are enabling the people themselves or their direct representatives to influence national government, the private sector, local government, the military, police and government services and other civil society groups/ organisations. But they are also subject to specific challenges (see 'Relationship with Partners' in section 5.2.3). The people's movements facilitated by Hivos at the district and provincial levels are unique as these networks (dominated by organisations working on women's issues or women only) are newly emerging and provide an alternative counter vision on development.

At the national level, several CSB initiatives are supported: People to People Dialogue in the North-East and South; CENWOR focusing on policy lobbying and translating research into local languages and capacity building on gender equality, MWRAF (Muslim women's rights) research, lobby, resources centre, and NAFSO focusing on national and international lobby for a sustainable fisheries sector. Another set of (sub-) national level NGOs that are funded by Hivos is: RWF, Kantha Shakthi, Savisthri, Suriya Women Development Centre, Institute of Social Development, and Women Development Centre, and the Community Development Foundation. Most of these organisations have a strong, hands-on presence in a few selected districts. They all work with CBOs to organise civil society towards advocacy and lobbying via capacity-building to ensure effective participation in development.

In *Uganda*, Hivos has a strong and diverse portfolio around CSP, ranging from national level advocacy work to innovative work on governance and accountability at the regional and district level and below. In the engagement of Hivos staff with partners, close attention is being given to political context, and to internal and inter-organisational dynamics among CSOs. There is a strong rights-based and human rights orientation, and emphasis on gender rights, awareness and advocacy.

Partners identified by Hivos as central to CSP focus strongly on lobby work vis-à-vis government and capacity-building of CSOs to engage meaningfully in formal democratic processes. Several partners focus on holding the government to account by addressing corruption, debt relief (UDN), undertaking gender budget monitoring (FOWODE and ACFODE), human rights monitoring (FHRI) or working on CSO-

government relations. The rank 2 partners are a mixed group of organisations working on thematic areas. This group includes several partners working on domestic violence, various aspects of human rights as a cross-cutting issue (related to HIV/AIDS, environmental issues, sexual minorities), several organisations working on practical sustainable agriculture activities and some organisational development work.

In *Guatemala*, Hivos supports civil society organisations in their role to monitor, inspire, and advise state institutions in fulfilling their task of accountable and representative governance. Hivos currently funds 24 CSOs in Guatemala – six focusing on economic activities; three on environment; three on cultural activities; four on gender; five on human rights; two on Aids issues and the last one lies outside these fields. The CSOs are being supported for targeted activities, notably campaigns, but there are also various contracts for organisational strengthening activities, besides more comprehensive support for institutional programmes.

Partners identified as most closely related to the CSP theme of this evaluation focus on vulnerable and relatively 'forgotten' groups in relation to rights and policy processes. This includes work on indigenous people's voices in agrarian reform (CONIC), street sex workers' access to health services (ASI), gay and lesbian civil rights (Lesbiradas and OASIS), and legal aid (CALDH, CNOC). Support is also provided to CSOs working on issues of (ethnic) identity and youth leadership (CNMR, MMK, Caja Lúdica). A significant number of CSOs working on sustainable economic development, notably in the area of organic production and 'just trade', were not prioritised for this evaluation. This was also the case for regional level support for networks on, for example access to antiretroviral drugs and lesbian rights.

In Annex 9, Table 7 illustrates the range of civil society participation work by CSOs receiving Hivos support, categorised in terms of domains that were identified from in-country observations (see section 4.1 for an explanation of the domains). This list only illustrates the diversity of efforts and is not a comprehensive list of all work supported by Hivos.

5.2.3 Assessing Hivos' CSP-related Work

Coherence

Hivos demonstrates coherence between its policies and its partner selection by prioritising social movements, membership-based organisations, and grassroots-linked organisations. Hivos chooses partners that work with or are composed of poor and marginalized people, such as fisherfolk, migrant women, and gays and lesbians. In Uganda, Sri Lanka and Guatemala, Hivos has a strong portfolio of partners working on diverse aspects of rights, advocacy and 'voice'. This ranges from consciously seeking out excluded/marginalized/voiceless groups, such as prisoners and their rights or gays and lesbians, to (domestic) violence against women and on gender equality issues. In Uganda, they are also paying more attention than the other CFAs to innovative work on governance and advocacy at sub-national level and are not just working via national level organisations where most advocacy work is supported by other CFAs.

Hivos actively seeks continual greater coherence, as is evident by clear phasing out in Sri Lanka of organisations based in Colombo which it feels no longer tallies with its intention to stay close to the roots. In their relations with partners in Uganda and Sri Lanka, Hivos pays closer attention to internal (CSO) governance and organisational

strengthening with CSP dimensions than other CFAs seem to, although in Guatemala there was a need for more support in this area.

However, in Guatemala it was noted that there are potential risks in using a sectoral lens for contextual analysis and programming decisions: 'In particular, there is a danger that Hivos' cross-cutting strategic objectives, notably civil society strengthening, may not receive enough analytical attention or strategic development, such as pursuing horizontal links of learning or influencing across sectors and sector-specific organisations. For example, there is a tendency in annual plans to place the civil society strengthening objectives within the sector of human rights, when in reality it transcends all sectors and it is clearly Hivos' intention that this be so in its programming. For example, the phrase 'strengthening of the civil society, its role in the democratisation processes and human rights' is repeated in annual plans, but without more detailed analysis of what this means in a changing context'.

Relationship with Partners

Hivos' connections with partners are commendable in several aspects, although the evidence from the country studies does not cover each of these aspects in equal detail and several areas for improvement are also noted.

Hivos has been a flexible and patient supporter, willing to continue with partnerships through difficult internal changes, sometimes funding an organisation for two decades.

Partners are engaged in Hivos policy consultations at regional level, with some variation across the three countries, although partner organisations in Sri Lanka, for example see Hivos primarily as their donor. Such dialogues are important for politically sensitive work such as falls within the broad 'CSP' as updated contextual understanding is critical for sound funding and support strategies. But it is also crucial to develop a mutually shared policy agenda and collaborate more actively on joint lobby and advocacy work.

There is some evidence of good linking and networking of partners to global or regional issues and opportunities, with shared lobbying and advocacy work at international level of Hivos that includes partners. Linking of levels also occurs through the funding that Hivos provides for work by intermediary organisations at sub-national level to strengthen local CBOs and alliances. However, this can be much strengthened. In Sri Lanka, NAFSO was the one example of an organisation that linked grassroots and macro-level organisations. This example can be taken as a model.

Hivos generally has a good organisational assessment process and engagement with partners around their human resources, internal governance and organisational development needs, although this has not avoided all problems with partners. The Guatemala study noted the need for more accompaniment on to administrative and financial management, and to strengthening of reporting procedures and capabilities. Furthermore, as in the case of the other CFAs, Hivos has not invested in documenting and researching the many rich experiences of partners working on enhancing CSP, thus limiting the sharing, learning and multiplier-effect that would otherwise be more likely.

In its relationship with partners, attention needs to be paid to improving consistency of selection, phasing out, and dialogue across the countries. A contributing factor may be that partner relations are mediated in different ways per country, with varying degrees

of proximity and thus contact. Where partner organisations depend on a single staff member or consultant based in the region, personal preferences for certain issues or organisations may dominate in partner selection and implementation of Hivos policies above strategic priorities. An example is the wavering in Guatemala on gender policy and related funding to partners. In Sri Lanka, for example, the local consultant has considerable influence on information being used by Hivos staff and on relations with the partners. While this offers the opportunity for a flexible and responsive approach, it also means that the quality of these individual's work is a critical factor. In other countries, there is neither a regional office nor a local consultant, leading to a potentially more distant relationship between the partner organisation and The Hague.

There were several indications by partners in Sri Lanka and Guatemala that Hivos needs to improve the process by which it terminates partnerships. Inconsistencies in termination of partnerships has an impact in terms of uncertainty amongst CSOs vis-à-vis their relationship with Hivos, but also in terms of the partners' potential to develop long term strategies related to civil society participation. This is related to Hivos' policy of a 10 year time limit to funding. While Hivos alerts partners to their 10 year funding limit (and says it is flexible with this), partners noted it as a problem they have experienced, thus suggesting that there might be the need to review the quality of implementation of the phasing out policy.

The choice to work with membership organisations or those with strong and active links to their constituencies is commendable and deserves special considerations. This type of organisation is simultaneously engaged in struggles on behalf of its members and in struggles for organisational survival. Creating room for renewal of leadership has also been noted as a problem. In particular in Sri Lanka, it was noted that partner organisations do not use a very diverse or creative range of mechanisms for lobbying and advocacy. Such strategic issues can be an area where Hivos could play a more pro-active role. This strengthens the importance for Hivos of providing more than just funding support.

Participation and Power

Hivos' support to partner organisations emphasizes participatory action through social movements and grassroots-based organisations, due to their analysis that influence emerges from a large base of citizen support. Across the board, Hivos' partners demonstrate deep insight in political issues. They have a strong engagement in national and sub-national level and spaces, alliances and networks.

The work of partner organisations is spread across all the 'spaces': creating claimed spaces to share information and establish solidarity, operating in invited spaces, and conquering closed spaces (see Gaventa 2005 for more details on 'spaces'). They are shifting power relations, amongst other strategies, by creating spaces at regional (multi-district) level in western Uganda (for example, in relation to anti-corruption, peace-building and agricultural concerns) and nationally in Sri Lanka through the work of MWRAF on Muslim women's rights vis-à-vis the Quazi judges. In Guatemala, Hivos is supporting partners who are developing the capacity to engage, often effectively, in a range of formal and created spaces at different levels. Within and across these spaces they are using a creative repertoire of strategies and goals adapted to the context. Given the challenging 'parameters of participation' in Guatemala, this demonstrates limited but real gains in a sense of rights, including the right to participate, more effective use

of a variety of types of participatory space, capacity to develop proposals and take them across spaces where necessary

Hivos partners actively use different spaces when needed. In Sri Lanka, for example, this is evident in the work of NAFSO and RWF, amongst others. NAFSO works at all levels on sustainability of fishery resources, entering government and fishery entrepreneurs 'spaces' to lobby against damaging practices, as well as mobilising fisherfolk on important issues and documenting oral testimonies to be used at hearings. RWF meanwhile works on migrant women workers' rights, via local action committees but also through government agencies to further complaints. UDN in Uganda works at community level, training villagers on budget monitoring as well as undertaking national level advocacy on debt relief issues. In Guatemala, Madre Selva has evolved from more local actions to national level campaigns on environmental destruction.

There were more Hivos partners addressing the 'invisible power' dimension than were apparent from the other CFAs. At the core of most partners' work, lies personal empowerment of the poor and marginalized through awareness-raising, education, capacity-building, and mobilization. They address 'hidden power' at national and local level (for example in Uganda alone, UDN, FOWODE, ACFODE, KALI, and KRC) with gender budgeting and anti-corruption work.

The Hivos portfolio also includes various partner organisations that are active in addressing conflict and violence-related issues at different levels – nationally (for example, FHRI) and locally (for example, KRC in western Uganda). In Sri Lanka, the Butterfly Peace Garden is exemplary of a 'created' space, in both the political and physical sense, where children meet across cultural, religious and ethnic barriers. The People to People Dialogue is another example where many Hivos partners converge to tackle peace and reconciliation challenges alongside those of sustainable development and democracy.

Effectiveness

Overall, Hivos partners appear to be effectively engaged with pertinent CSP initiatives and Hivos' policies and strategies make possible the construction of a relevant and significant portfolio. Specific and relevant issues of the marginalized are being taken up in Uganda, Guatemala and Sri Lanka. In Sri Lanka, this has been strengthened since 2003, with the shift from towards largely bottom-up approach or informed by grassroots. In Guatemala, Hivos has played a critical role at key moments in the history of this fragile democracy in encouraging social change processes, of nurturing new voices, and of the capacity of CSOs to work for broader citizen participation amongst the poor and marginalised. Hivos has been willing to take risks there that many international cooperation agencies do not, and which have enabled them to remain closer to the real social dynamics of the country. They are also important in championing causes and groups that others do not take on, such as the gay sexual health issues in Guatemala and Muslim women's rights in Sri Lanka.

The organisations that Hivos supports include a number of grassroots groups and fledgling organisations. Although this is commendable, it does mean that more care is needed to foster these groups in terms of organisational capacities. This requires engagement in a long-term relationship and attention to capacity-building. This type of organisations is also very often involved in an organisational survival struggle and the process of developing the organisation cannot be hurried. It also means that there is

inevitably a slower pace of seeing results in terms of bringing people's interests to the foreground and onto agendas.

On the other hand, through assistance to networks, Hivos reaches a wider section of civil society geographically than would otherwise be possible. For example, in Sri Lanka, NAFSO and MWRAF have a solid district and national coverage, with a cross section of civil society represented in their initiatives. Such network activities have challenged established unequal power relations and influenced policy reform.

5.3 Novib

For Novib, a cross-comparative assessment was made between the Uganda and Colombia country studies in terms of four aspects that relate directly to the research questions (see section 1.2): coherence, relationship with partners, participation/power and effectiveness. First a summary of Novib's intervention logic is given, followed by a short description of the profile of work in each country.

5.3.1 Intervention Logic[39]

The CSP evaluation covers a period in which there was a substantial shift in operational policy towards the current 'rights-based' framework. In 2002, prompted by Novib's desire work in a results-based managed way (in addition to using a rights-based approach) and reinforced by a critical evaluation ('Commission de la Rive Box' 2002), this has resulted in recent introductions of more systematic performance and partner selection tools and processes. The two 'logics' and systems, before and after the reorganisation, means that information is not entirely uniform or available across the time period under review. The evaluation has focused on more recent material and thinking.

The basis of Novib's work centres on the injustice (social, political, cultural and economic) of poverty and exclusion. Its current 'five-rights/eight-strategic change objectives' policy framework emerged during the period that the CSP evaluation considers, and is still shaping the contours of the new set of activities and resource allocations. Nevertheless, it is the most appropriate policy framework to use for analysing the presence of CSP thinking. The five rights-based Aims describe the dimensions of poverty to which Novib, as part of the Oxfam International family, subscribes:

1 the right to sustainable livelihood;
2 the right to basic social services;
3 the right to life and security;
4 the right to be heard (social and political participation);
5 the right to identity (gender and diversity).

The last two are considered cross-cutting in relation to the first three aims but are also aims in themselves. In practice, this means that Aims 1, 2 and 3 should be monitored in terms of the extent to which they embody Aims 4 and 5. It also means that Novib

39 Based on Novib Desk Study, Guijt 2005b.

actively seeks and funds partner organisations that devote themselves entirely to work centring on Aims 4 and 5.

Novib clearly recognises the many dimensions of poverty but asserts that it hits certain groups harder than others (minorities, women, children, the disabled and elderly) and discerns one common feature 'that is always present: a lack of power. People living in poverty have little or no control over their own lives' (Brouwer 2004, p4). Contributing towards the redressing of power inequalities is central to Novib's work, hence the focus on a 'rights-based approach'.

Notwithstanding this generic focus on the absence of power as critical in poverty creation, the 'right to be heard' (Aim 4) is considered to form the core of Novib's CSB work and is worth 25% of global funding commitment. In general, Novib sees CSB as organisational support that requires a highly contextualised focus and should enhance the positive force that CSOs are expected to play in their societies in terms of 'redressing injustice': 'speaking out and proposing alternatives is a crucial role of civil society and should be protected and defended' (Brouwer 2004b).

Interviews indicated that a shorthand view of the difference between CSB and CSP seemed to be that 'CSB plus policy influencing leads to CSP'. Hence, CSP is CSB made visible – it is the impact of building civil society. In practice, as for the other CFAs, CSP does not figure as a key term or analytical concept, and progress on this is not explicitly documented or discussed. However, Aim 4 on social and political participation is clearly very closely aligned with the key notion of 'citizen and civil society participation'.

A closer look at Aims 4 and 5 indicates that, in practice, various aspects of CSP are implied and supported. For example, the core strategies for realising Aim 4 are:

- capacity-building for empowerment (integrated into all other aims);
- promoting active global citizenship (expression of issues, exchanging experiences);
- campaigning for genuine accountability (equipping marginalised to hold institutions to account).

Several aspects of civil society participation can be identified here: citizens' participation in terms of daring to express and share concerns but also in terms of their engagement with societal institutions. Aim 5 embodies citizen participation as a more generic understanding about and assertion of equal rights.

5.3.2 Overview of CSP-related Work[40]

In *Colombia*, Novib is supporting national level NGOs and base organisations directly (such as the National Association of Recylers and the Regional Indigenous Council of Tolima). It includes Foro por Colombia, one of the CSOs in Colombia with most experience in participatory action and critical reflection on participatory practice. Novib's programme is in the midst of regionalisation, moving away from country-specific priorities to inclusion in a regional focus on Aims 4 and 5 (voice and identity) and sustainable livelihoods (Aim 1). Much of the work is focusing towards participatory local development, enhancing democratic culture, and mainstreaming gender. Not surprisingly, this makes over 60% of all partners relevant for the CSP evaluation. By far,

40 Drawing on material from the Colombia and Uganda Country Studies.

the most common sector where partner contracts are issued is governance and human rights (23 of the 34 partners over the years), followed by education (8 of the partners over the years) and economic development and health (7 partners each).
Novib's *Uganda* portfolio has a strong emphasis on national level operating organisations, many of which focus on CBO strengthening and enhancing dialogue with government through policy research and advocacy work. Several partners are strong and effective networks of CSOs with local level initiatives. Thematically, this work is linked with both national priorities and, somewhat uniquely among the CFAs, with global advocacy campaigns through Oxfam International. Within most of these partnerships (e.g. ULA, DENIVA, FIDA, LABE), there is a strong rights and gender perspective. A somewhat different part of the portfolio includes Novib's longstanding commitment to ACORD and with CEFORD, both of which are strongly rooted at the regional and district levels in Northern Uganda and West Nile regions, with a focus on humanitarian and development work. These programmes have an increasing interest and focus on strengthening civil society participation, governance and accountability at the district level and below, within regions of conflict or post-conflict. Novib has made a recent strategic decision to focus on northern Uganda, which should result in a gradual shift of the partner portfolio towards a northern focus.

In Annex 9, Table 8 illustrates the range of civil society participation work by CSOs receiving Novib support, categorised in terms of domains that were identified from in-country observations (see section5.1 for an explanation of the domains). This list only illustrates the diversity of efforts and is not a comprehensive list of all work supported by Novib.

5.3.3 Assessing Novib's CSP-related Work

Coherence
In general, there is no doubt that Novib's rights-based logic is consistent with the importance of strengthening civil society participation, in all the diversity as described in section 4.1. There is also no doubt that there is a diverse range of CSP-related work present in the Novib portfolio's that is coherent with all five of its rights (or 'Aims') (all five of which are present in Uganda but three of which are emphasised and two of which shape the focus of the Colombia portfolio). For example, in Uganda, sizeable funding is provided to ACORD for a diverse set of activities in conflict-ridden north of the country and several national networks working on policy research and lobbying in relation to key rights, including women's rights, land rights, and education rights. Related to Colombia, Novib has had a long term and strong commitment to democracy in Latin America, which led to their arguing for inequality as integral to poverty in the mid 1990s when much more money began to be channelled to Africa. They did not aim to fund traditional anti-poverty projects in Colombia, instead focusing on those related to participation in broad terms and the right to be heard.

Initially, interviews with Novib staff indicated that work pertaining to Aim 4 was the core of its CSP work. Yet on closer reflection due to the crosscutting nature of Aim 4, all Novib's work in each of the Aims is as pertinent for the 'CSP' theme as that of Aim 4. The lobby, awareness raising, governance, accountability, service delivery, market engagement, social capital and other types of work that fall under the broad CSP heading (see section 4.1) are present in each of the five Aims. This fuzzy line between aims seems to be recognised by Novib: 'The difference in the allocation between the collective for Aim 4 and the allocation of the affiliates, has mainly to do with the

difficulty in separating the two strategies related to Aim 4: stand alone or integrated in Aim 1, 2 and 3. The same is more or less true for Aim 5. This leads also to the observation that the monitoring of the results and impact of these SCOs [Strategic Change Objectives] will be problematic' (SPBP East and Central Africa (ECA), undated pg 3). In developing a picture of a partner organisation that is 30% Aim 1 and 70% Aim 4, it is hard to be precise about the extent to which civil society participation is enhanced, given that the work of the organisation is the same under both Aims, both of which are supposed to address power inequalities.

A focus on rights does not, of course, say much on whether or not 'civil society *participation'* as such is being encouraged – simply that certain rights of specific citizen groups are being addressed by partners that are supported. Rights can be gained through processes that are top-down, on-behalf-of, assistentialist. Hence for Novib, a CSP perspective can provide additional insight into the process for the rights-based work it supports. It can help differentiate what it expects of the CSOs that it funds in terms of the process by which rights-based work is undertaken and what effects it expects at the level of citizens (see Table 5, section 4.1). It is this challenge that cuts across all its rights-based Aims that Novib could consider in more detail.

Several other points about coherence can be made.

Novib's focus on larger, more established organisations in its portfolio is coherent in line with its commitment within the Oxfam International family. It provides support to CSO networks, actions and (international) alliances that work on critical issues of democracy and civil society, but not along thematic lines as is the case for the other CFAs. Although all CFAs view inequality reduction as central to poverty alleviation, Novib's particular interpretation of that hinges on its multi-dimensional perspective on rights. This brings it to a categorisation of partner organisations in terms of how their work contributes to the realisation of different rights, notably through what Novib calls 'Policy and Practice Changes'. The PPC-logic is helping to cluster the results of its partners across different levels and in relation to a range of Strategic Change Objectives (SCOs).

For Novib, the policy-strategy-portfolio chain is less transparent as compared to other CFAs. The Uganda team, for example, could not gain clarity about the framework that guided the in-country strategy and ended the evaluation still lacking information on country-specific understandings of 'civil society participation'. The strategy for Uganda is embedded in the regional East and Central Africa plan that integrates all Oxfam offices active in that region. This regional strategy provides little detail on the Uganda work, thus offering relatively little specific guidance by which to steer the portfolio towards having a CSP-related impact. The effect observed seemed to be one of needing to fill particular Aim-related boxes with enough, appropriate partners rather than departing from a detailed analysis of critical issue-based power inequalities and from that developing an appropriate portfolio of partners. This situation might be changing. In Uganda, the recent decision by Novib to shift funding priorities to the north is based on a clear strategic contextual analysis and certain partners are being phased out but this pertains only to the last year of the evaluation period.

Novib is the most active of the CFAs in linking partners to international levels (regional or global). In Colombia, partners work at regional level, for example on human rights monitoring. Partners in Uganda are engaged with global campaigns

like the Beijing+10, MDGs and fair trade and access to markets. The global campaigns are meant to strategically link and translate the rights issues at micro/ meso/macro levels into international advocacy campaigns. However, there appear to be possible tensions between global campaign priorities and country-specific contextual needs. Global campaign priorities, for Uganda, are not always domesticated enough to acquire local legitimacy and detract from the in-country priorities of partner organisations. In Colombia, the connection to international levels appears less tense, as Novib's support focuses on national human rights organisations and their action at the inter-American and international level. Furthermore, the recent shift in Colombia away from a country-level portfolio towards being part of a regional portfolio helps cut across levels.

Relationship with partners

Novib is valued in both Colombia and Uganda for its long term and financially sizeable commitment to its partner organisations. In Colombia, it is recognised for having a politically clear vision of the types of work that need support and for having supported vital work on democracy and peace-building when the current rights-based focus in development was not yet widely shared. Its relatively recent 'toolbox' approach of organisational assessments and accompaniment appears promising in terms of the added transparency it gives regarding mutual expectations and the focus it brings to areas of support needed by the partners. The Toolbox is proving to be an interesting dialogue tool with partners. However, it should be noted that discussions on power inequalities and participation are not inherent in the Toolbox, leaving their consideration largely up to the discretion of the users.

Novib works with larger grants to fewer, larger partners, as compared to other CFAs. This provides opportunities for them to focus on working strategically with partners. It supports partners in strategic planning, financial training, rights-based approach, M&E, and programming around gender and HIV&AIDS. Novib also promotes networking and sharing, with some interesting work being done around its 'linked learning initiative'.

Paradoxically, despite the potential for more dialogue due to the much fewer number of partners in the Novib portfolio as compared to other CFAs, more partner organisations from Novib in both Colombia and Uganda expressed regret that they have less direct contact and less dialogue with Novib, than did partner organisations supported by other CFAs. Three issues in specific were mentioned as meriting attention:

- Partners noted problems with the quality and timeliness of communication on strategic issues with Novib. In particular, the partners feel the relationship could be closer to help them deal with organisational and strategic challenges.
- Different programme officers for different themes can lead to inconsistency in approach.
- In Uganda, Novib's membership of the international Oxfam family has meant that partners have had to relate to other OI family which has created confusion for some.

With a portfolio that contains various network-type partners, a possible tension presents itself in Novib's claims of grassroots engagement. Novib's focus on larger, network type organisations appears to be accompanied by the assumption that a network consists of members, representing grassroots organisations, and thus this enables a claim to 'grassroots engagement'. This logic requires reassessing as, particularly in Uganda, justified concerns exist about the disconnection between some Kampala-based NGOs

and their constituencies. Such a disconnect is of course, highly relevant for the CSP theme (see sections 4.1 and 4.3 on 'participatory culture').

Novib could consider the option of investing in cross-CSO issues. The wish for more cross-CSO support on policy, research, advocacy and CSP analysis was clearly expressed by partner organisations, particularly linking in those organisations at the lower levels where Novib's portfolio is currently not focused. This could help Novib to bring together its national emphasis with its grassroots intentions.

Participation and Power

Novib is aware of the significance of the different levels of CSP-enhancing action, although this manifests itself differently in the portfolios for Colombia and Uganda. In Colombia, Novib views base organisations and more academic and national organisations as important agents for democratisation in Colombia – and supports organisations that operate at four levels: international, national, departmental, and municipal. In Colombia, Novib is clear about the vital contribution of base organisations to participatory action but feels there are conditions which limit the support that can be given by external donors, arguing that funding small organisations can easily be corrupted and supporting such 'participatory agents' does not always help. In Uganda, a different vision seems to inform the portfolio which consists more strongly of established and effective advocacy organisations operating at the national level. The working assumption appears to be that supporting networks is equivalent to a strong connection with the grassroots. However, assuming that participatory culture exists in a membership organisation is questionable (see section 5.3). Thus in both contexts, the logic of the partner portfolio is argued from almost opposed understandings of participatory culture within partner organisations. This points to a possible area of discussion within Novib.

In practice, Novib recognises the significance of conflict as a key obstacle to development, although right 3 ('right to life and security') is not prioritised in either Colombia or Uganda. In Colombia, Novib has invested in building networks and alliances to lobby at the international level in defence of international conventions. Partners noted that it was Novib that had promoted the Inter-American Platform on Human Rights, Democracy and Development, in the early 1990s, now one of the most vibrant spaces of Inter-American discussion. In Uganda, the (very) recent strategic shift towards northern Uganda signals a clear intent to invest in a region where the potential for CSP is hindered by basic organisational constraints but also democratic challenges. ACORD and CEFORD in the north address issues around peace-building and youth in conflict.

Novib funds organisations working on a range of power inequality issues and rights-based work. In Colombia, this includes tackling patriarchy by supporting feminist organisations and dealing with market inequities in supporting the recyclers' movement. In Uganda, much work has focused on organisational strengthening and networking of other CBOs and on specific rights such as women's legal rights, land rights, and right to education.

The portfolio of partner organisation work on CSP appears strong on addressing visible and hidden power in all spaces, for example the diverse and effective advocacy work that CSOs are undertaking in Uganda. The portfolio reflects less strongly a focus on shifting invisible power relations.

Effectiveness
Overall, Novib-supported partners appear to be effectively engaged with pertinent CSP initiatives, although the effects of very recent strategic transitions in both Uganda and Colombia remain to be seen. In both countries, the expectation is that the effects will be favourable in terms of enhancing civil society participation. The intention with the portfolio in Colombia is to reintroduce more gender-focused partners, while in Uganda, the shift is towards a portfolio focusing on northern Uganda. How the CSP focus will be interpreted there, given the more conflictual context and generally weaker CSOs, is unclear. Both these transitions are important for enhancing CSP and will hopefully be guided by a deep contextualised understanding of the potential and need for work on civil society participation (see section 5.1 for more on the diversity of CSP manifestations).

Novib has a long history in Colombia and deep understanding of the challenges for civil society participation. The CSP-supported work in Uganda has seen more shifts and fragmentation during the evaluation period and is shaped by a less clearly articulated vision of 'civil society participation'. This suggests that consistency of embeddedness of notions of CSP across the organisation might need addressing.

Novib is particularly active at the national and international levels, supporting national (human rights/advocacy) organisations and networks. It varies in its support to linking the national level to sub-continental and international levels, although it is the most active of the CFAs in this area.

5.4 Plan Netherlands[41]

For Plan Netherlands, a cross-comparative assessment was made between the Uganda, Colombia and Guinea country studies in terms of four aspects that relate directly to the research questions (see section 1.2): coherence, relationship with partners, participation/power and effectiveness. First a summary of Plan Netherland's intervention logic is given, followed by a short description of the profile of work in each country.

5.4.1 Intervention Logic

Plan Netherlands aims to reduce poverty and improve the wellbeing of the underprivileged in the South and in doing so, prioritises defending the rights and interests of children. In its MFP policy approach, Plan Netherlands has adopted three main foci:

- *Poverty*, which is characterised by a lack of resources (financial, natural, social, etc) and is essentially caused by constraints in access to the means of existence;
- *Rights and Empowerment*, as a prerequisite for poverty alleviation, with the realisation of fundamental rights needing to prevail formally and via the standards and values of society and its structures, hence the importance of reinforcing the capacity and opportunity of the poor to claim their rights;
- *Children*, as actors of change with the right to freedom, education, health care, food, protection, accommodation – and should be able to participate in taking decisions that affect their lives.

41 Based on Plan Desk Study, Woodhill 2005.

The operational logic of Plan International, of which Plan Netherlands is part, is markedly different from the other three CFAs, as social change is not seen to occur through a portfolio of independent partner organisations. Instead policies are (mainly) implemented by Plan staff through national programmes implemented through Country Offices, with collaboration with other national organisations that varies per country in terms of focus and extent. Being part of an international system that aims for a uniform approach, while recognising the need for contextualised applications, leads to a more nested set of relationships and requirements emanating from the International Headquarters down to local projects. This context forms the backdrop for the country-specific observations – the layers within Plan above the national level were not the focus of extensive investigation within the context of this evaluation.

Central to understanding Plan Netherlands is the rapid changes that have occurred over the past five years in terms of its espoused approach to development and its field implementation. It is moving away from an assistentialist, child sponsorship mode of working towards a more empowerment-oriented understanding of development with investment at community level. More focus is being given to participatory planning and local management by communities on which Plan focuses. This has required retraining of front line staff in participatory planning approaches and is reflected in more attention to policy advocacy at national and international levels.

The grant funding provided by Plan Netherlands through the co-financing agreement with DGIS plays an important role in supporting change at a field level, as it provides a mechanism for encouraging innovation that is not always possible with child sponsorship funding. In 2004 Plan Netherlands funded about 250 field projects in Africa, Latin America, Asia and Albania (as sole European country).

Much discussion on civil society and rights-based approaches has occurred within Plan since 2000. Plan's current perspective on CSP is contained in three key position papers: Position Paper on Civil Society Development (Plan NL, 2002); Child Centred Community Development (Plan International, 2003); Position Paper on Child Rights (Plan NL, 2002). Plan Netherlands analyses civil society development at three levels and in terms of six targets, all of which clearly articulate a strong empowerment and claim-making perspective, including, for example, 'strong claim-making power of the community-based organisations' (Target 1) and 'legal framework in which children's rights are respected, protected and fulfilled' (Target 6).

'Civil society participation' as such is not an explicit concept but is implied in the desirability of the poor, marginalized and vulnerable having a voice in claiming their rights. There is no substantive discussion of strategies for increasing the participation of different citizen and civil society groups in Plan's work. The CCC Framework has been widely internalized across the organisation, although its implementation lags behind its intention. CSP is central in CCCD which views children, families and communities as 'active and leading participants in their own development'.

While progress towards a perspective on development that is more closely aligned with the intentions of 'civil society participation' is visible, the size and highly structured nature of Plan International makes it a time-consuming change process. Furthermore, (senior) staff at country and local (programme area) level strongly influence the implementation of the new directions, hence leading to considerable diversity between different countries. Finally, noteworthy is a disjunction between broad policies and

strategies that express an understanding of social change processes and rights-based work as central to poverty alleviation, and programme and project planning that is dominated by output-focused, tangible deliverables.

5.4.2 Overview of CSP-related Work[42]

A review of all projects funded by Plan Netherlands suggests that they can be clustered into the following six groups of activities in relation to civil society participation. Note that the underlying value of these activities vis-à-vis enhancing CSP is not clearly articulated. Where possible, specific examples are provided from the country studies in Uganda, Colombia and Guinea.

1 *Collaboration/cooperation with local partners in project implementation (via government, NGOs, CBOs).* In Colombia, the NGO FUNDIMUR undertakes training for Plan Colombia with women and children around children's rights, sexual and reproductive health. In Uganda, the NGO JEEP and the District Education Bureau are partner organisations for the school improvement plan.

2 *Ensure government embedding of implementation of child-centred activities (e.g. support appropriate government initiatives), which then creates room for manoeuvre for civil society element.* In Uganda, the Field Country Office in Uganda undertakes advocacy work at district and national levels for policies and programmes that support the rights of children.

3 *Work with media groups (e.g. media training and support of broadcasts, magazines, books, etc.), focusing mainly on awareness-raising.* The Uganda office supports youth radio programmes and community awareness raising drama groups, while the Guinea office uses radio to reach remote citizens about information on rights.

4 *Supporting and participating in regional, national and international networks and alliances, including participation in committees and working groups (much of this relates to lobby and advocacy).*

5 *Organising, supporting meetings, conferences, workshops (much of this relates to sharing experiences and lessons learnt).*

6 *Direct implementation of civil society strengthening related projects.* In Guinea and Uganda, Plan actively pursues birth registration as a fundamental right for children, in collaboration with NGOs and government. In both countries, Children's Parliaments are also active, which are school-based representative structures elected by the children to represent their rights to local officials and participate in budgetary discussions. In Uganda, work is underway to establish/strengthen community-based voluntary health structures, while work with FPAU focuses on raising women's awareness about their rights to reproductive health and education, physical safety and property and providing legal support when these rights are violated.

In Annex 9, Table 9 illustrates the range of civil society participation work by CSOs receiving Plan support, categorised in terms of domains that were identified from in-country observations (see section 5.1 for an explanation of the domains). This list only

42 Drawing on material from the Colombia, Guinea and Uganda Country Studies.

illustrates the diversity of efforts and is not a comprehensive list of all work supported by Plan Netherlands and national Plan Offices, nor of all the work observed during the country studies.

5.4.3 Assessing Plan Netherland's CSP-related Work

Coherence

Within the evaluation period, Plan Netherlands has undertaken much work to articulate a policy on civil society building (see section 5.4.2). The Colombia and Uganda reports are clear that the evolving work of Plan on CSP must be seen against the backdrop of significant changes in the organisation in response to the adoption of the CCCD approach. As Country Strategies have a five year horizon, this is the time span one can reasonably expect for full coherence between policies and strategies. Already, there are conscious efforts to take on board a set of policies that embody an understanding of and commitment to enhancing civil society participation type initiatives, also at field level through training of field staff in participatory approaches for development. This is also being translated more recently into concrete proposals, such as Guinea's recent proposal submitted for NLNO funding on strengthening civil society organisations. It is within this positive context that three more critical observations about coherence are offered.

Three critical aspects of coherence are noteworthy. First, there is a distinct incoherence between the formal policy positions on CSB and CCCD and strategic-level in-country policies that encapsulate a clear vision on aspects of 'civil society participation' and the existing procedures that drive reporting and planning that focus largely on measuring tangible deliverables, such as children vaccinated and schools built. While the CCCD contains perspectives in line with enhancing civil society participation that country offices could work from, the five year timeframe for country strategies and policies means that the work viewed as part of this evaluation did not yet reflect the potential of the CCCD. The highly developed and rigid administration system that emanates from the international level – and emerges from a desire to ensure consistent quality and focus globally and to which Plan Netherlands is also subjected, is slow to adapt to the types of changes that more CSP-oriented work requires. As country offices still appear to heed more attention to the procedural logic than the strategic policy positions, this impedes the emergence of more CSP-oriented activities at the country level. Most efforts still focus on achieving quantitative targets in health care, education, etc that are more aligned with access to basic services, rather than process-related targets contributing towards claim-making and addressing power inequalities. In the translation from global policies to country and then programme levels, the strategic focus on civil society participation gets diluted.

A second point related to coherence is the variation across the three countries of CSP embeddedness that points to difficulties in translating policies into consistent actions. The Guinea programme is relatively weak in implementing CSP enhancing work,[43] notwithstanding a strong CCCD rhetoric. For example, while girl education is commendably encouraged, other more entrenched gender inequalities are not tackled, and while the efforts of Plan Guinea allow for the development of new dynamics and an increase in power at the local level through village committees, it is also Plan Guinea

43 In April 2005, a draft proposal was written by Plan Guinea, amongst other activities, strengthening NGOs and CBOs. However, this proposal falls outside the time frame for this evaluation. Furthermore, scrutiny of the proposal indicates a more instrumental perspective to participation than a transformative perspective.

that defines the framework in which decisions are taken. In Colombia, Plan engages with the high levels of intra-family violence and sexual abuse at the very local, community and family level. It is still shifting clearly from an assistentialist to an empowerment programme that involves training with women and children around children's rights, sexual and reproductive health. This latter activity is currently being implemented through a local NGO, FUNDIMUR. Finally, In Uganda, PLAN Uganda has been supporting a range of initiatives aimed at giving children a greater voice, for example, adult sensitisation about child rights, inclusion of children in community planning processes, greater participation of children in school management, establishment of youth health clubs and supporting youth radio programmes and community awareness raising drama groups. Such variation is probably not only attributable to contextual features and thought is needed to ensure more coherence across countries.

The third point about coherence derives from limited documentation and weak articulation of the civil society participation enhancing work that takes place through Plan offices. There are two aspects to this. First, more work on CSP is happening than emerges through its reporting (see Table 9 in Annex 9 and section 5.4.1). This represents a missed opportunity for Plan Offices to show their contribution to CSP but also for reviewing and improving on this work. A second aspect is that assumptions are made that certain activities will enhance CSP, without clear articulation of how this is expected to happen. For example, the work in Guinea through NGO and CBO partners is not guided by a clear description of how such partnerships function and enhance CSP, rather being seen as service delivery relationships. Another example is the children's parliaments and youth radio work in Uganda, that assumes enhanced civil society participation but without being accompanied by a clear logic and evidence to support these claims.

Relationship with Partners

For Plan, relationships with partners encompass more diversity than for the other CFAs. This is because from a Plan Netherlands perspective, the Country Offices are partners, while in-country the Plan National Offices have partner relationships with a very wide range of organisations from village level groups to national NGO alliances.

Different Plan Country Offices appear to have different relationships with Plan International and Plan Netherlands that affect the extent to which national strategies can be responsive to local CSP-related needs. In Guinea, the nature of the link between the Plan Country Offices and Plan International/Plan Netherlands appears to restrict flexibility to respond to local needs. There, for example, women repeatedly requested support for income-generation activities but this cannot be provided internationally set quotas on children affiliation determine the amount of core funding, and the Guinea office has not been allowed to increase this number over the last 3 years. This further limits flexibility in terms of funding levels and related operational options. On the other hand, in some cases Plan Netherland's grant funding enables it to influence change in a more CSP-focused direction, such as with the school improvement programme in Uganda and the very recent civil society programme in Guinea.

As implementation mainly occurs through Plan staff, caution is needed to avoid dependencies that this can foster within local CSOs on what are temporary structures and systems.[44] In Guinea, the NGOs and CBOs created by Plan depend heavily on Plan for their work, funding and general orientation. In Uganda and Colombia, there are more and stronger local NGOs thus reducing this risk. There the risk is that such NGOs become sub-contractors, with the result that Plan staff lose connectedness with issues and initiatives. Paradoxically, it was noted in both Uganda and Colombia that the strategy of sub-contracting other CSOs to implementing Plan's work can lead some CSOs and their staff members to acquire a deeper understanding of civil society participation than Plan itself. These variations, due to diverse histories of the rise of civil society, require Plan to pay particular attention to how it views and deals with partnerships under such different conditions, and how partnerships do or do not enhance citizen and CSO participation. The power cube framework offers potential to help strategise consciously around this issue.

The relationship of Plan National Offices with local partners contains an instrumental aspect. This was noted in all three countries, more so in Guinea. So while Plan has developed various structures and linkages to help bring infrastructure development projects, it

> 'has not necessarily created space to develop platforms where actors can engage in debates or in like-minded work. The COPPIG, for instance, could possibly be considered as a platform given that it represents different community parties, but the purpose of the structure works on specific questions related to management. Consequently, children are excluded …' (draft translation of Guinea Country Report, p. 36).

In Colombia, the transition towards disseminating a rights discourse to strengthen family and community dignity is commendable. However, its partnership is such that opportunities are lost to extend its CSP impact:

> 'its weaknesses are in the strategic linkages to the context of Sincelejo. …FUNDIMUR [a Plan partner] has some good promoters, who are very aware of the problems of the municipality. They do not, however, have a permanent dialogue with Plan personnel in the municipality. This weakens the capacity to develop the linkages which could enable Plan to strengthen the capacity of the communities it works with to participate in the public realm. At present, Plan still appears to be the participatory subject of Sincelejo around its programme goals rather than the communities it works with' (Colombia Country Report, p. 30).

Participation and Power

Different dimensions of power get a varied emphasis across the three countries where Plan work was assessed. In some of the local work in Uganda and Colombia, invisible power issues are addressed through, for example, the awareness-raising work with women on reproductive health rights and domestic violence. Similarly, in Guinea and Uganda, the children's parliament work can be said to address the 'power within', as can the post-test clubs in Uganda. In Colombia, experiences of violence and abuse within the family affect the wider societal culture of participation within different 'spaces'. Hence the work on family and community violence is important and directly related

44 Plan country offices operate with a 10-12 year commitment to a community/programme area.

to the challenge of strengthening societal capacity to build a culture favourable to participation.

A very different manifestation of power was observed in both Uganda and Guinea, where it is possible to speak of the use by Plan of 'hidden power' to get things done at higher levels, i.e. bypassing local authorities blocking the work and seeking higher level of authority to change things or unblock a situation. Staff members wield considerable power to determine the direction of processes, and thus control the ways in which, for example, participatory planning occurs with communities. This relates to the two-edged sword of relative independence that Plan experiences, in having certain degrees of freedom to pursue its own directions via its own staff but which can create. This observation may be equally valid for other CSOs supported by the other CFAs but as they were not evaluated within this study, it was only possible to observe field activities of Plan.

Plan's activities encompass a range of different 'spaces'. Some open closed spaces, for example via their children, parents become new actors in decision-making bodies such as the council of elders in Guinea. They also work on creating invited spaces, with the Children's Parliament being the prime example of facilitating claimed spaces (with the important proviso that at least in Guinea these parliaments mainly involve Plan-related activities rather than having a life of its own). This is different from work in Uganda, where the post-test clubs are clearly an innovative claimed space where citizens interact in new configurations. In Colombia, they work in very local spaces (the family and community, but also in formal municipal settings and those created by organisations. There the focus is on linking people, making visible the concerns of marginalised and vulnerable, and putting proposals on the table.

Notwithstanding the importance and achievements of this work, Plan staff members are generally not guided by a deep understanding of strategic approaches related to addressing power in equities. In Uganda, it was observed that

> 'Plan has consciously chosen a very moderate stance in relation to advocacy and political engagement. However a lack of explicit consideration of the inevitable power and political dynamics that underlie any development initiative, including service delivery, raises questions about the soundness of intervention strategies' (Uganda Country Report, p. 59).

In Guinea, this translates into a choice to support girl education but not to engage in the fight against female genital mutilation. Across the three countries, the evaluation team noted that Plan staff generally did not have a strong consciousness about civil society participation and the related power and political dynamics of development. In part, the gaps are a function of Plan's structures and country programmes. For example, in Uganda, staff felt that they could do much more on advocacy based on field experiences but feel hindered by the structures and strategic choices under which they operate.

In all three countries, Plan was weak on challenging structural power inequalities and higher level issues within the realm of visible power. Only a few examples of this kind of work could be found, such as the (successful) advocacy in Guinea to ensure a uniform fee for birth registration. While this is an example of exerting its own agency, locating itself firmly in the national scene as a CSO itself, the question is whether this result could not have been achieved through other means that could have contributed to the

enhancement of local civil society participation, rather than Plan's participation as part of civil society.

In general, the field observations show that recent policy changes notwithstanding, activities still embody a fairly instrumentalist perspective on participation.

Nevertheless, considerably more civil society participation and strengthening is going on in Plan-funded initiatives than is articulated or is reported (see Table 9, Annex 9). This appears attributable to two factors: conceptual and procedural. In part, the lack of clear understanding by Plan field staff in general of (change) processes in relation to civil society leads to superficial reporting on this subject. Much of what they label as 'direct poverty alleviation' can be, depending on the definition used, relabelled as 'civil society building', thus bringing it into the realm of CSP activities (see section 4.1). This suggests a need to further clarify the terminology used and sharpen the understanding among field staff. The second factor is the lack of appropriate monitoring and evaluation (M&E) instruments to report on and assess progress in this area. As noted in 5.4.1, Plan's reporting is driven by tangible deliverables, thus unintentionally hiding work that falls within the realm of enhancing CSP.

Effectiveness

From the work observed in Guinea, Uganda and Colombia, Plan Netherlands via the Plan Country Offices contributes to CSP-relevant work largely via the way in which service delivery is supported. In some cases, it makes a very meaningful contribution at the more local levels by laying a participatory basis of engaged citizens that can then be effective within CSOs and initiatives at higher levels. In particular, the work on changing attitudes towards children as a group of vulnerable citizens who also merit all basic human rights is extremely valuable. Some successes with advocacy work in relation to child rights at higher levels, including national level, are to be commended, as is foundational work for citizenship strengthening through increasing girls' schooling.

It responds to the local organisational setting by either investing in creating CBOs (example of Guinea) or linking into existing organisations. In some of these organisations, advances can be noted regarding the taking on board of the notion of human rights, and children's rights in particular. However, breaking organisational dependencies on Plan requires more investment as does ensuring organisational sustainability after Plan withdraws. For example, in Guinea a rather circular set of relationships has been created in which some private players provide services to others – both of which exist as a result of Plan's work and depend on it.

There is recognition in Plan (from field staff to country office and in the Netherlands) of the need to for change at all levels but there are diverse understandings of what changes these should be and how these should be implemented. In particular, the limitations of its current reporting system hinders recognition of valuable existing work and inhibits expansion into stronger embeddedness of 'CSP' in Plan activities. In extension of this, it may be concluded that if Plan is as yet unable to clearly articulate its achievements in civil society strengthening in general (or CSP in specific), then strategic planning will not be much ahead of this.

Much could be learned from the few but rich examples of CSP-related work, that could then have a multiplier effect. In particular, there is considerable potential to connect rights with practice through service delivery (see section 4.5).

5.5 Overall Contribution of CFAs to 'Civil Society Participation'

The six domains of 'civil society participation' (see section 4.1) that emerged from this evaluation can be used to cluster the range of work being supported by the CFAs, thus serving to illustrate their effectiveness and relevance. Many commendable effects of this work are described below.[45] These are only partial examples in two senses. First, although the CSOs may only be mentioned in relation to one domain, most are active in other domains of civil society participation. Second, within the domain in which they are mentioned only some of their work has been highlighted.

In the area of *citizenship strengthening* (domain 1, Table 5), the CFAs are undertaking initiatives related mainly to informing people of basic rights (land tenure, birth registration, village/district accountability of use of debt relief, etc). This is often accompanied by capacity building about political processes related to claiming those rights. Examples observed in the country studies include the following.

- PREDO (Sri Lanka-Cordaid) facilitated the registration of people and helped the plantation workers to obtain their identity cards. Around 22,000 identity cards were issued by the registrar of persons, along with 600 marriage certificates and 11,500 birth certificates.

- Plan's offices in Guinea and Uganda work on several aspects of 'citizenship strengthening'. They are investing much effort in ensuring birth registration as a fundamental right of children – making these children visible citizens[46] – and thus providing the statistical basis for good local development planning and monitoring abuse of children's rights. Community-based awareness-raising of 'Rights of the Child' and citizenship development through interactive educational programmes in schools are core activities. At a local level activities such as local youth clubs, youth radio and village drama are enabling children to learn about and engage in the issues that affect their future as citizens. In Uganda, Plan also works to establish school health clubs that raise children's awareness about the sexual rights and responsibilities and assist them to respond effectively to inappropriate physical or sexual exploitation and abuse.

- ISD's (Sri Lanka – Hivos) work on citizenship rights with women Tamil plantation workers includes functional literacy and health awareness programmes as entry point to grassroots level work, training social mobilisers immersed in plantation communities, awareness raising to build women's confidence for demanding their basic rights, establishing the Women Workers Front (now 650 members), and strengthening their bargaining capacity with estate management and trade unions. One success has been its women leadership training from which have emerged 38 women able to negotiate effectively with plantation companies to appoint women to the position of supervisors. In 2003, two plantation companies agreed to include a provision in the Collective Bargaining Agreement that female supervisors will be appointed for the female pickers and tappers.

45 As Cordaid and Hivos fund a larger number of partners, there are more examples from them in this section than from Plan and Novib. Novib has fewer partners with larger grants, while Plan has very large programmes in terms of coverage and resources.

46 The UNICEF 2005 report notes that over 50 million children born each year are not registered, making it easier to enslave them, trade them and put them to work in the sex industry.

- CALDH (Guatemala-Hivos) is working with an initiative for young people focused on their citizenship consciousness – the Human Rights Observatory which receives human rights complaints. CALDH is working in 15 municipalities and has a network of 150 representatives. The exposure of the youth to everyday rights abuses, from the family through to more public violence and abuse, via the complaints that the Observers receive, gives them knowledge of the public consequences of what might otherwise remain invisible. The young people have begun to analyse and understand the negative impact on Guatemala of the everyday abuses. This understanding of the importance of 'rights' helps them to legitimise a public role as defenders of those rights. The move of a few into broader public roles, such as participation on the local councils, is a significant outcome of the work. As young people gain confidence, so they are bringing insight into the structures of political power which can help those structures to work better for people.

- TDDA (Sri Lanka-Cordaid) has worked with indigenous communities, organising them to obtain their identity cards through the local government representative. This work has resulted in opening up of formal spaces of government decision-making, accommodating some of the needs of the resettling people. Their CSP promotion ranges from organising residents in the Welfare Centres[47] to negotiating with the government representatives in getting their infrastructure in place. This example illustrates the intertwining of citizenship strengthening work and active participation in service delivery via advocacy work.

People's participation in CSO governance, programming, monitoring, and accountability (domain 2) relates to the notion of CSOs that embody a participatory culture internally based on a solid understanding of what makes for good participatory development. Examples for this domain would have required a more thorough look at the internal mechanisms of CSOs which was beyond the scope of this evaluation. If more time had been available to look at this in depth, it would have included examples such as that of NAFSO (Sri Lanka-Hivos), which insists on equal representation of men and women as a democratic practice, and active participation in networks and forums.

The third domain of civil society participation relates to CSOs that facilitate citizens to *participate in local development and service delivery initiatives*. CSOs are active in this domain mainly by building local people's capacity to take on new roles and responsibilities, embedding people's participation more solidly in planning and management structures, and working to make service deliverers more responsive to people's needs. As the Uganda report (p. 38) states: 'Privatisation and public-private partnerships (PPP) are changing the mode of delivery, as for example non-profit health services are integrated within the state system. CSOs have been called upon to play a wide range of roles, from sub-contracting to serving as watch-dogs to monitor the performance of both public and private providers.' The examples listed below illustrate the intertwining of service delivery efforts with those on citizenship strengthening (domain 1) with advocacy efforts (domain 4).

- Plan's work on this in Guinea, Colombia and Uganda focuses on child-centred community development that emphasises local participation and service delivery. In

47 The villages where displaced people were resettled are cramped, with basic and insecure housing/living conditions.

its work of fostering and strengthening CBOs, it increases the level of community organisation and local capacity to provide and manage development initiatives. In Guinea, this happens under very difficult circumstances where development-oriented CBOs are still a relative novelty. Initiatives such as 'Child-to-Child' and Children's Parliament increases children's participation in particular. Plan's school programmes are working to ensure a model of education that encourages children to speak out, form their own opinions and engage in school decision making. Considerable effort has been invested by Plan to involve children more meaningfully in community-based planning, and a number of projects are emerging where children are taking overall responsibility for project management and implementation.

- PREDO's (Sri Lanka-Cordaid) efforts, in collaboration with other CSOs, have led amendments to the citizenship act and agreement by the government to set-up mobile services for registering people in the plantation sector. It has established 117 pre-schools and 1405 children passed their year 5 class over the last five years. Such efforts are critical in the plantation sector which has a very poor education track record.

- SWDC (Sri Lanka – Hivos) was set up by women activists to meet the basic human needs of women and children who were living in camps in Batticaloa, shifting from a welfarist to an empowerment approach. Activities have included income generation projects, pre-school programmes, publications, networking, legal aid, capacity building, awareness raising and mobilization. SWDC's focus is violence against women and they intervene in cases and do referral or arrange for legal aid to the victims. Recently SWDC has undertaken to coordinate a network 'Women Coalition for Disaster Mitigation – Batticaloa' in response to the need for civil society participation in Tsunami relief and reconstruction dialogue with the government to ensure the needs of women are taken into consideration.

- ACORD (Uganda – Novib) long-term presence and commitment to people in conflict-ridden Northern Uganda has evolved from relief and infrastructure to an institutional and rights-based emphasis on capacity-building of local government and strengthening of civil society. Local government has noticeably resisted civil society participation in the three districts where ACORD is active (Pader, Gulu, Kitgum) and CSOs have been relatively weak and contract-oriented. Yet ACORD has begun to see shifts in the dynamics of civil society-local government relations. This is particularly true at the Parish level, a critical level for ACORD due to the possibility for transparency and representation of CBOs. Parish development committees that make planning decisions are seeing more participation by local CBOs and vulnerable people, in addition to local councillors and civil servants, due to ACORD's encouragement and training. Civil society participation in higher level planning (e.g. sub-county and district) tends to be dominated by NGOs, rather than CBOs, making this Parish-level process all the more important as a step toward building the voices of marginalised people.

- Conciudadania (Colombia-Cordaid) is an NGO that initially worked primarily to strengthen communities in impoverished rural zones of Antioquia. With the 1991 Constitution it opted to change its focus from community participation to citizen participation. Politicians embedded their clientelist structure in the Communal Action Councils (JACs), which are led by families and where participation is instrumental for infrastructural works in exchange for votes. For that reason, Conciudadania proposed

the creation of Zonal Committees for Citizenship Participation in several hamlets as a counterweight to the JACs.

Many CSOs involved in the evaluation are active in the area of the fourth domain – *advocacy and structural change*. CSOs facilitate citizens to undertake their own advocacy work but also undertake lobby work on behalf of certain groups. Related activities include research and consultation on 'forgotten' issues and with ignored groups, creating mechanisms for citizens to participate in public forums, putting issues on formal agendas, and mobilising support for campaigns. Notable in many of the examples below is the multiple levels at which activities occur, and the linkages between the levels – from community mobilisation to national campaigns. As there are more examples here, they are clustered per country.

Nine salient examples are given from Uganda, ranging from women's (land) rights to literacy rights and efforts to maintain the legal right for independent CSO action.

- FIDA (Uganda-Cordaid/Plan Uganda) works on women's and children's rights and legal protection, intertwining citizenship building and advocacy work. Its CSP successes focus on supporting poor and marginalized women and children to obtain legal redress, including inheritance rights. The communities where it operates have increased their knowledge and awareness about their rights and entitlement and use that knowledge to access/realise them. At national level, FIDA has facilitated women to carry out research and analysis of key human rights policies and use insights in mobilising women to have voice and advocate for gender responsive legislation on issues like the land act 1998 and domestic relations bill.

- LABE (Uganda-Novib) has been active in LitNet (a national coalition focusing on literacy issues) which looked at adult literacy, an area that had been marginalized in policy making. It works at community, district and national levels. Its successes in CSP work include advocacy and lobbying which led to the participatory formulation of the Adult Literacy Strategic Investment Plan 2002/03. It also empowered local communities (e.g. NUSAF committees, School management committees) with knowledge and skills which they are using to monitor allocation of funds to literacy programmes and demand for accountability from district local councils and/or PAF funds. This illustrates the intertwining of advocacy work and service delivery.

- UDN (Uganda-Cordaid and Hivos) led the campaign for debt relief, building a chain of action from community monitoring up to international advocacy, by investing in capacity-building, research and intensive use of the media for advocacy. From 2002 onwards, UDN established Community Monitoring and Evaluation Systems, now in a total of seven districts. Radio programmes are moderated by the Community Based Monitors and discuss issues of community obligations in monitoring service delivery, community participation and governance. To ensure that complaints about use of debt relief funds are acted on, UDN is now facilitating communities to undertake quick action advocacy. Nationally it remains well known, through ongoing research activities, as the most reliable source of information on the effects of debt relief on poverty. UDN undertakes some lobby work via its own staff but is particularly active in mobilizing community members to engage in advocacy opportunities.

- NACWOLA (Uganda-Hivos) has 40,000 members and pioneers action to address the causes and effects of HIV/AIDS on women. It is an example of intertwining

the citizenship strengthening, service delivery and advocacy domains of CSP. Its achievements include increasing the awareness of women and their communities on the gendered dimensions of infections and how they can support infected/affected women. As a result more women living with HIV/AIDS are active participants in NACWOLA's governance, management and programme delivery. They receive appropriate information, which they use to realise their right to treatment and access Anti-retroviral drugs. Many participating women living with HIV/AIDS are claiming their rights, especially the right to inherit property in the event of sickness and death of their spouses. At national level, they participate in decision-making about global fund use by sitting on the Country Coordinating Mechanism. In the district where NACWOLA operates, children infected and affected by HIV and AIDS access psychosocial support services through peer counselling and support through the memory project. They also realise their right to food (a key priority) by participating in income generating activities.

- CDRN, DENIVA and UWONET (Uganda-Novib) have been crucial in mobilising around and influencing the political transition process through developing the 'Minimum Agenda' that highlights core expectations of civil society from any person or political party that may aspire to take on leadership in Uganda. These CFAs (plus UJCC-Cordaid-funded and ACFODE – Hivos- funded) have been at the forefront the campaign for a fair CSO operating environment in Uganda.

- ULA (Uganda-Novib) is a consortium of CSOs critical at the time when Uganda was amending the land law and has influenced both the process and content of the Land Act (1998). Land is a key productive asset in Uganda and legislation on it raises a lot of controversy due to conflicting imperatives of privatisation and investment on one hand, and securing the livelihoods of the poor on the other. This policy advocacy work was especially important to ensure that the rights of the poor are protected, especially as Uganda underwent liberalization and privatization which placed great value on investors' incentives including removing hindrances to their access to factors of production, especially land. ULA's CSP work resulted in more people researching and engaging policy makers to ensure that the rights and needs of the poor are taken account of in the legislation process. People in rural areas were able to understand and interpret the land law and are currently actively utilising the land arbitration committees at different levels.

- ACFODE's Link Programme (Uganda-Hivos) kept the electorate, especially women, connected to the Constituent Assembly delegates as the draft Constitution of Uganda was being debated. As a result, many women were able to articulate their issues for incorporation in the Constitution. This served as the only bridge between the voters and the Constituent Assembly and contributed to the first initiatives of visualizing women's constitutional rights and issues in the media.

- FHRI (Uganda-Hivos) has played a vital role in the human rights scene in Uganda, as one of the few human rights organisations positioned to take up issues of civil and political rights and human rights violations at the highest levels. Its work is backed by rigorous documentation and reports, which are often cited by government and members of parliament, so FHRI is seen as a reliable source of information. FHRI has succeeded in raising the profile and deepening debate around democratisation, including elections, constitutional reform, accountability, freedom of expression, association and assembly, and rule of law. FHRI has also raised the profile of more

controversial rights abuses by working through member organisations and the training of their staff and of paralegals. These issues include prisoners' rights, abuses by the armed forces, torture, the plight of internally displaced people and systematic discrimination against specific poor and marginalised groups.

- DENIVA (Uganda-Novib) is a network of more than 600 CBOs and NGOs, has succeeded in mobilising its members to take a more active, engaged role in local government. In all 15 districts where DENIVA works, members have been elected to councils or to serve on technical committees (e.g. health, agriculture, environment, youth, etc), which in turn send a representative to the district planning committee. Despite some resistance from local governments (e.g. in Gulu district), there is clear evidence that DENIVA members are asserting their rights to participate in councils and committees, and are taking their own initiatives to define and monitor local budget priorities, rather than just being responsive. This has also been the pattern in areas of conflict and displacement, where DENIVA members are having a voice in efforts to assist those affected. These achievements have come through quite intensive, creative and longer-term processes of capacity-building and civic education for voice and advocacy.

Four prominent examples from Sri Lanka include NAFSO, SETIK, UNIWELO and ISD.

- NAFSO (Sri Lanka-Hivos) is a network active in six districts working on sustainability of inland and marine fisheries. It developed an alternative fisheries policy, which was undertaken in such a participatory and technically sound manner that the political actors had to acknowledge the quality of the work done and respect the presence of NAFSO in policy discussions, using its alternative policy as input for the national policy. Participatory research is used to show the effects of government policy (based on acceptance of globalisation) on poor and marginalized fisherfolk. NAFSO ensures citizen involvement through activities such as campaigns, consultations, oral and written testimonies of fisher people, hearings etc.
- SETIK (Sri Lanka-Cordaid) organised civil society protest over the upper Kothmale (a dam that will destroy the houses and livelihoods of many plantation workers) project and proposed an alternative plan based upon their own research, and as a result the government stopped its implementation.
- ISD (Sri Lanka-Hivos) concentrates advocacy and lobby work on citizenship issues of the Indian Tamil plantation workers and their descendants which resulted in the approval of an amendment to the Citizens Act last August 2003, providing 300,000 stateless plantation workers the Sri Lankan citizenship status. ISD played a pivotal role in the establishment of the NGO Forum for Plantation Organisations in 1994, comprising of plantation trade unions, NGOs, CBOs and community leaders.
- UNIWELO (Sri Lanka-Cordaid) is a district-based CSO that has achieved official recognition of women in the Joint Plantation Development Committees which were earlier exclusively for males.

In Colombia, four initiatives illustrate the range of work, from rubbish collectors rights to furthering comprehensive notions of citizen engagement.

- National Association of Rubbish Recyclers (Colombia-Novib) is a grass roots social movement attempting to influence national and municipal policies towards rubbish collection and thus protect the livelihoods of some of the poorest citizens of Bogotá. Fifteen thousand families live from rubbish recycling in Bogotá. Projects such as the

provision of uniforms for rubbish recyclers and the 'national rubbish recyclers day' have helped the recyclers gain a sense of identity both for themselves and publicly, challenging the common discrimination. The Association has helped defeat President Pastrana's attempt to privatise rubbish recycling with Decree 1713, they have called roundtable talks in which the state, private enterprises and recyclers meet. In Bogotá the Association is working to influence public policy around rubbish, and has been working with academics and specialists to input into the municipal policy making process.

- CCJ (Colombia-Novib) aims to influence Congress and the Constitutional Court, as well as working with victims and witnesses of human rights abuses. These activities, which have cost lives and involved considerable risks for those involved, do not only directly defend and protect rights, they also preserve the very idea of autonomous and organised citizen action. Together with other CSOs (including CINEP-Cordaid funded) it has recorded and published human rights violations, offering alternative information, published two books analysing each year of the Uribe government (about which the President was furious). It has gained the respect of an important parliamentary group which resonates with CCJ's proposals and seeks its advice with their projects

- Conciudadania (Colombia-Cordaid) has been working with women to become protagonists in their own right. Many of the women had come out of violent relationships and were raising children on their own. The initial training helped them to look beyond the house and church to the public sphere. The women gradually came together in networks of citizenship formation, gender 'tables', and circles of 'convivencia'. From this they began communicating and dialoguing with armed actors. They have taken direct action against them, occupying the highway, marching to demand the return of kidnapped mayors, demonstrating against sexual abuse of children in the town. Some stood for councillor in their municipality, even when they had to ask permission of the paramilitary. Such social actor formation reflects great organisational clarity on gender issues and the linkage between working with women and building a peace culture which challenges patriarchy and promotes non-violence. This leads them to work on difficult subjects such as the mental health of victims.

- Foro Nacional por Colombia (Colombia-Novib) is a national NGO that supports popular movements, social organizations, trade unions and citizens to claim rights and influence municipal policy processes. It also works on strengthening municipal management in terms of public policy and participation. In its work with public officials, it focuses on full implementation of the 91 Constitution. The Foro systematizes participatory experiences and researches to understand what motivates social participation in an authoritarian, clientelistic context and why bottom-up solutions have had concrete results. The Foro promotes participation (how and when people can get involved in public decision-making), undertakes leadership capacity-building, develops participatory public policy mechanisms, and strengthening social movements (leadership and members). They uphold and strive for a wide notion of citizen engagement – social information processes, solidarity and collaboration, collective productive processes, etc. Thus the social processes they launch are very rich and have a value in and of themselves; irrespective of the extent to which decision-making is influenced.

One example each is provided from Guinea and Guatemala.

- Plan Guinea has linked its community work on birth registration to advocacy. Negotiations led by Plan Guinea persuaded the government to decree a national registration fee. Before this fee, the cost of birth registration varied per location and depended on administrators' good will.

- CONIC (Guatemala-Hivos) has been critical in enhancing the capacity of peasants to have a voice in agrarian policy and to be considered as citizens. They have supported land occupations after analysing anomalies in land titling and abuse of peasant labour rights. CONIC is thus in a situation where oligarchic political and economic power remains a major obstacle to the democratisation of society and the fair distribution of its wealth. CONIC has itself recovered 101 farms over 13 years of action, benefiting some 750 families or 40,000 individuals. CONIC has developed three sets of proposals, one for agricultural development, one for labour issues and one around food security. CONIC also works at the level of local municipal government and the Municipal Development Councils and has participated in all the spaces of intra sectoral dialogue opened up through the Peace Accords.

A fifth domain in which CSOs are increasingly active is that of enhancing *citizen and CSO participation in economic life*. This work focuses on market engagement by poor, vulnerable people (and organisations working on their behalf) either in terms of organising for economic justice such as holding the business sector to account or pro-poor agricultural policies, or in terms of inserting a pro-poor perspective and voice into existing economic institutions, such as marketing boards, trade unions, producer groups. Examples observed in the country studies include the following.

- CONIC (Guatemala-Hivos) has helped develop participatory methods to work through short, medium and long term approaches to agrarian reform, developing proposals for agricultural development, labour issues and food security.

- DENIVA (Uganda-Novib) works with training farmer groups and enabling them to dialogue and demand services within the context of the government's agricultural modernisation plan.

- VECO (Uganda-Novib) focuses on empowering communities to establish sustainable agricultural based livelihoods and enhance household income and food security. It also undertakes national advocacy on issues related to the Plan for Modernisation of Agriculture, National Agricultural Advisory Service, land rights, food security, trade, and gender and environment – and monitor both policies at sub-county and district levels. It is facilitating partnerships for agricultural development between community-based organisations, sub-county officials and councillors and district level CSOs.

CSOs are also active in cultivating values of *trust, dignity, culture and identity* (domain 6) that creates the bedrock for mutually respectful social relationships and engendering trust in others based on positive experiences, which is essential for joint action in other domains. CSOs active in these areas include informal support groups for minorities, cultural expressions, and efforts towards peaceful co-existence. Examples observed in the country studies include the following.

- WDC (Sri Lanka-Hivos) is working on issues of violence against women and relief operations, with 69 small women's CBOs in seven districts and over 6800 women members. WDC emphasises reconciliation efforts with its facilitation of face-to-face interaction of women from different ethno-religious communities, facilitating the formation of regional women's networks.

- Plan International Colombia's partners EDUPAR and CIMDER work within the context of Plan's shift away from an assistentialist approach and the new emphasis on skills and knowledge and issues of human rights, intra-family violence, sexual reproduction and participation. CIMDER, has much experience on gender issues and is working with 'multipliers', family volunteers, most of them women, who work both on intra-family violence issues but also at the level of public policy. EDUPAR works on a common Cali vision, shifting from a focus on communitarian organisation and social participation, towards organisational strengthening for political participation and public involvement.

- Programa por La Paz (Colombia-Cordaid) is a national effort of the Jesuits that contributes to constructing a culture of peace, and is part of the national Peace and Non-violence Movements. It promotes unified actions by organizations working around similar themes. It is active itself, with other CFA partners, such as with Corporación CONCIUDADANIA in the regional reconciliation programme of Oriente Antioqueño (local reconciliation committees at municipal/zonal/regional levels) and working with the Non-violence Collective of Quindío in strengthening social CBOs in seven municipalities there. At national level, it is active in a range of collaborative initiatives that aim to build a national movement of non-violence, such as the Permanent Assembly Committee of Civil Society for Peace and the National Council of Peace.

- TPO (Uganda-Cordaid) works with those suffering from mental illness and psychosocial problems has shifted toward a stronger self-help group strategy, away from individual service providers.

- RPR (Sri Lanka-Cordaid) is mainly engaged in setting up Village Reconciliation Groups which focus on conflict resolution at family and village level. There is much grassroots work such as exchange programmes, cross cultural activities and inter-religious activities being undertaken which creates the conditions for sustained peace in the communities.

- Casa de la Mujer (Colombia-Novib) plays a major role in promoting female participation in public policy making and generating a feminist consciousness, based on a recognition of the multiple realities of women's experience and therefore the multiple strategies required. Through the Casa, issues are put on the national agenda which would never find their way there without organised pressure and advocacy. The Casa works with parliamentarians as well as with women at the grass roots. As part of the women's movement and the movement of women against the war, it actively participates in and supports the growing mobilisation of women for peace, such as the Ruta Pacífica, helping them to become national forces.

- BPG (Sri Lanka-Hivos) aims exclusively to help war-affected children overcome their traumatic experiences through using arts, play and counselling. Children come to the Garden in mixed groups, multi ethnic, and multi religious from communities

that are at strife with one another and have experienced war atrocities. The Butterfly Peace Garden invites parents, teachers, friends and other children from war affected communities, particularly from the so-called border communities, into the garden or to outside BPG initiatives, to share in the healing experience and create an understanding of what the children are experiencing. This is also seen as having a healing and reconciliation effect upon the wider community. One of the results of BPG, is the enhanced capacity of teachers and parents to understand how to deal with traumatized children.

- MMK (Guatemala-Hivos) is working with self reflection by Mayan women to understand the problems they face within indigenous communities and in spaces with non-indigenous men and women. Their work with healing in the personal lives of Mayan women makes use of the Mayan cosmovision. The women have taken years to gain confidence to open up issues around identity and sexuality amongst indigenous woman that have never been publicly discussed in the past. They work intensely on the question of violence, starting with violence at the intrapersonal level but moving away from a cult of victimhood.

- TCCYD (Sri Lanka-Hivos) is a CBO of teachers, social workers and school leavers. Rural poverty, social degradation, increasing malnutrition and the ongoing war, led a school teacher to facilitate the formation of children's societies and youth groups, in order to develop the potential qualities of children and youth so that they could face the future with an understanding grounded in society. The target groups of TCCYD are 4000 children and youth enrolled in 75 remote, disadvantaged schools of the dry zone of Puttalam district. The target group also involve their parents and teachers. TCCYD set up fifty children's societies in 50 villages. It organises cultural festivals that are attended by more than 1000 children from all ethnic groups. TCCYD has published 22 literary works and a number of children's books.

- TPO (Uganda-Cordaid) provides psychosocial counselling services, based on a strategy of working with self-help groups as providers of basic counselling, mediation and referrals; and as advocates for better services. TPO also trains and raises the awareness of government community workers, teachers and health providers. Their focus shifted to tackling the effects of conflict and displacement in Eastern Uganda. There is evidence of stronger voice and self-confidence among the families and carers of children with mental health problems, and of effective advocacy and sensitisation of the public and government.

6 Conclusions and Recommendations

The objective of evaluation was to understand how CFA polices, strategies and procedures increase and strengthen the participation of poor and marginalized citizens and civil society organisations in decision-making processes that affect their lives and rights, and creation and reinforcement of conditions to this effect' (Doorn material, p. 13). Through the four desk studies and five country studies, the relevance and quality of CFA procedures, strategies and policies were examined. These findings can be found in Section 5.[48] An important part of the evaluation involved describing the types of CSP activities being carried out by partner organisations. Sections 4 and 5 include a range of examples, while details can be found in the country studies.

In formulating the overall conclusions and recommendations, this section focuses in particular on the lessons that can be identified for each CFA to improve its support in the area of CSP. It offers lessons in relation to overall CFA effectiveness, CFA policies, and partner relations. All recommendations are valid for all CFAs, unless otherwise specified. The lessons identified here complement those from Section 4 that discussed eight substantive themes.

6.1 CFA Effectiveness

The initial remit of the evaluation was broad, looking at 'participation of poor and marginalized citizens and civil society organisations in decision-making processes that affect their lives and rights, and creation and reinforcement of conditions to this effect' (Doorn material, p13). Empirical evidence enabled more precise specification of 'civil society participation' in terms of six domains (see Table 5). This evidence came from interviews with CSO staff and beneficiaries, selected interviews with third parties, documentation review, and workshops with CSOs. To determine relevance and relative effectiveness, the field observations were related to contextual analyses of the core issues and challenges for civil society in each country.

Observations from Colombia, Guatemala, Guinea, Sri Lanka and Uganda identified a set of relevant, creative, and effective initiatives that address basic and strategic needs of poor, vulnerable and marginalized groups by enhancing people's participation and that of the CSOs working with and on behalf of them. Examples related particularly to four domains: citizenship strengthening; local development service delivery; advocacy and structural change; and trust, dignity, culture and identity. CFA support in the two remaining domains of 'citizen and CSO participation in economic life' and 'citizen participation in CSO governance, programming monitoring, accountability' received less attention in this evaluation (see sections 1.3, 4.1 and 4.7 for more details). Examples for this latter domain would have required a more thorough look at the internal mechanisms of CSOs which was beyond the scope of this evaluation.

48 Also see the desk studies for more details: Guijt 2005a, 2005b, Walters 2005, Woodhill 2005.

In the area of 'citizenship strengthening' (domain 1, Table 5), the CFAs support organisations that raise awareness about fundamental rights with marginalised groups, such as FIDA (Novib) on women's inheritance rights in Uganda, Plan (Guinea, Colombia and Uganda) on children's rights and birth registration, and TDDA (Cordaid) on identity cards for indigenous communities in Sri Lanka. The CSOs that receive CFA support are active in making information accessible to people and raising awareness about rights by engaging people in processes to understand rights and thus also building their capacity to claim rights. This domain covers critical foundational work at community level, in families, in schools, and forms the basis on which much work in other domains builds. It was also evident that CSOs often consciously connect efforts on citizenship strengthening to efforts in other domains, in particular improving service delivery or advocating for structural change. Plan (in Uganda, Guinea and Colombia) is active in this area, as are Hivos and Cordaid.

This work is closely aligned with that of building trust, dignity, culture and identity (domain 6) and leads to respectful, collaborative relationships and self-confidence. Exemplary work on this is undertaken in Sri Lanka with multi-ethnic groups of children and their carers by the Butterfly Peace Garden (Hivos), in Uganda with post-testing clubs (Plan Uganda), MMK in Guatemala that restores Mayan women's conviction about their cultural identity (Hivos[49]) and Conciudadania (Cordaid- Colombia) in building a group of women peace activists who are now able to take on direct and political action. Cordaid and Hivos, in particular, were funding activities in this domain, with some work also supported by Novib and Plan.

A central area of support, closely related to the direct poverty alleviation policy priority of Dutch development funding, is for 'citizen participation in local development and service delivery initiatives'. Much of this work involves organising people to meet core needs, fostering people's capacities in this area, helping to establish governance mechanisms such as local development committees, and creating space for people to sit on decision-making bodies of service deliverers. Plan Country Offices are particularly active in this area – organising people to articulate needs and then plan and monitor implementation of services that benefit children in particular. Cordaid and Novib also support much work within this domain. Much of this work occurs in difficult areas or for 'forgotten' groups, such as the areas of conflict in Uganda (SOCADIDO, ACORD and TPO) and plantation workers or refugees in Sri Lanka (SWDC and PREDO), thus making a significant contribution to development.

The fourth area of support is directly related to the CSB policy priority of Dutch development funding and concerns 'citizen and CSO participation in advocacy and structural change'. Much of this work builds on citizenship strengthening activities or is connected to participatory service delivery. Also striking is that many CSOs build chains of action, from mobilising at community level up to national advocacy. In many cases, a mix of lobbying on behalf of groups and mobilising groups to lobby in their own right is present. Examples include sustainable fisheries lobby work by NAFSO (Sri Lanka-Hivos), debt relief campaigning by UDN (Uganda-Cordaid and Hivos), human rights monitoring and parliamentary lobbying by CCJ (Colombia-Novib). Cordaid, Hivos and Novib are all very active in this domain.

49 MMK also receives Novib funding but Novib's work in Guatemala was not included in this evaluation.

Conspicuous in many of the examples is the use of multi-pronged strategies. Many CSOs working on citizenship strengthening followed up with support for advocacy efforts, while citizen participation in service delivery and advocacy efforts often go hand-in-hand. Efforts to build dignity and relationships of trust are nested with civil rights awareness-raising. Two evolutions are evident in many of the cases. First, there is a clear shift in contexts where CSOs emerged from a history of service delivery from a welfarist to an empowerment approach. This is evident in Uganda and Sri Lanka, with early signs in Guinea. Much of the work supported and implemented by Plan is making this shift, notably in Colombia and Uganda. A second and related evolution is the growth of CSOs from single actions to a presence in various arenas, moving from community level activism to national advocacy (Madre Selva, Guatemala-Hivos) or from national lobby work to community capacity-building to enhance impact (UDN, Uganda-Cordaid/Hivos). Taking on more complex issues has required more sophisticated strategising, new competencies and diversifying of activities.

Much support from Hivos, Cordaid and Novib goes on creating spaces for issues-based citizen action to emerge and be strengthened. Plan helps establish space for citizen engagement in Uganda, Guinea and Sri Lanka, supports people to make use of invited spaces and to change the representation in formal spaces, mainly at village level. In Colombia and Guatemala, the contexts make it difficult for CSOs to have a meaningful presence in formal spaces, although there are a few exceptions at lower levels.

Overall, the four CFAs collectively support a critical and diverse portfolio of relevant work in the five countries that enables the emergence and strengthening of civil society participation in diverse manifestations.[50] This is a highly significant contribution to development at a time in which democratic and peaceful processes of social and political change are threatened in all the countries included in the evaluation.

However, it is important to note that the evaluation focused on examples that the CFAs indicated were more closely aligned with 'enhancing civil society participation'. This implies they are the better examples of CSP work. If CSP is an embedded intentionality of all the CFA support, then it should be evident across their portfolios.

These results are, to some extent, a product of conscious choice, via the CFAs strategies, policies and partner selection. All the CFAs operate with a rights-based perspective, Novib and Hivos with longer histories in this area than Cordaid[51] and Plan being the most recent to incorporate this into its policies (within the time period covered by this evaluation). The CFAs strategies – diverse as they are – lead to funding allocations that have played a vital role in enabling relevant CSO activities at national, regional and local levels in the countries involved in this evaluation.

The quality of the CFAs' support is based on a good understanding of the broad strategic importance of initiatives to enhance citizen and CSO participation in each country. Even if such an understanding is in its early stages, as in the case of Plan Colombia and Plan Guinea, it is nevertheless apparent. The Colombia report summarises what other country studies echo:

50 Also refer to sections 4.1 and 5.5, Annex 7 and the country reports.
51 This is also in part due to the relatively recent merger of Cordaid that brought together three organisations with varying degrees of adoption of a rights-based perspective.

> 'We also think that without those CSOs [being supported by the CFAs], the future for democracy, for demilitarisation and civility and for a pro-poor development model in Colombia are bleak' (p. 56).

Considering the evidence, however, the CFAs provide relatively little support to partners in analysing and strategising around inequitable power relations and transformative participation, with the exceptions of Hivos and Novib on gender inequities. More conscious efforts are possible in several areas, for example to integrate perspectives on inequitable gender relations, contexts of violence and citizen participation (beyond a focus on domestic violence alone). Deeper understanding of the political challenges faced by civil society and issue-based analysis of inequitable power relations could strengthen a more conscious implementation of the CFA policies on CSB. It could also help partners undertake more conscious strategising around 'spaces, places and power', as per Gaventa's framework. This implies more support for and closer dialogue with partners on critical analysis, systematising learning, and developing strategies.

Nevertheless, the largely positive conclusion becomes even more significant when put into wider perspective, by noting how the Dutch CFAs compare to other funding agencies. All country studies except for Guinea (where only Plan operates)[52] offer views by the partner organisations of what is concluded clearly in the Uganda report: that many other agencies funding CSP

> '... lack a cogent ideology and in the absence of a sustainable resource base, [so] they opportunistically shift from one issue to another due to donor dependency and influence. ... Many of the CSOs admitted that the CFAs provide the biggest and most reliable long-term core funding to them. They in particular lauded the CFA approach to funding, which is based on the partners' strategy as opposed to project-specific funding.'

Such funding support is perhaps, at times, taken for granted in the Dutch development arena. This would be a mistake – instead, it must be valued, nurtured and reinforced.

The nature of Dutch CFA funding is very significant for the civil society sector in each of the countries. Changes that reduce the current diversity of CSP-enhancing initiatives via reoriented funding allocations or strategies would have significant implications for the sector or individual organisations. The evaluation team stresses the positive contributions it had seen.

Recommendation 1

In view of the vital contribution made by the CSOs funded by the Dutch CFAs to enhance civil society participation and given the urgent challenges, the CFAs are strongly encouraged to continue the nature and focus of their support to CSOs towards this effect, while bearing in mind the other recommendations below.

52 Plan has a long term presence on issues and in geographic areas; hence length of commitment is built into their approach.

6.2 CFA Policy, Strategy and Procedures in Relation to 'CSP'[53]

All CFAs have articulated policies and strategies that discuss rights-based approaches and provide support for advocacy-oriented development initiatives that focus on the needs of marginalised groups. The core policies of the CFAs, particularly those on CSB developed following the Biekart study, offer ample scope to develop a portfolio of partner organisations and activities that can further civil society participation for the poor, vulnerable and marginalised. Cordaid's thematic policies and its Policy on Vulnerable People, Hivos' core policy 'Civil Voices on a Global Stage', 'Novib in Action Civil Society Building' and Plan's Child-Centred Community Development, Civil Society Development and Child Rights position papers[54] reflect an understanding of the importance of participation that addresses inequitable power relations as essential for achieving equitable development. These policies are coherent with the evidence of CSP-enhancing initiatives funded by the CFAs seen by the evaluation team.

Novib, Hivos and Cordaid have a longer history of this perspective than does Plan Netherlands, whose recent shift during the evaluation period means that the country level work observed does not yet, in general, embody this shift. In practice, this has led to the funding by Cordaid, Hivos and Novib of organisations with similar types of activities that make comparable contributions to the broad realm of civil society participation. No strong differentiated patterns stand out between these three, other than in the type of organisation that each supports and the thematic focus per country. Plan's work is of a different nature, characterised by direct implementation, a child wellbeing focus, and links largely with CBOs. The nature of this work is diversifying as Plan undertakes more partnerships with other NGOs and ventures into national level advocacy work. Furthermore, as Plan Offices formulate new Country Plans, taking into account the new rights-focused position papers, it is reasonable to expect that these plans will reflect more rights-based thinking and action.

However, the five country studies and desk studies show that for all CFAs, CSP work could benefit from further clarification, development and more consistent promotion vis-à-vis partners. The CFAs must consider taking up the challenge of encouraging more reflection, not only on strategies for successful CSP work, but also on internal understandings of participation and of power inequities. Many policy documents include phrases such as 'strengthening of the civil society, its role in the democratisation processes and human rights' but without more detailed analysis of what this means in a changing context and for different themes. The in-country workshops showed the value of analysing CSO initiatives using the three dimensions of the power framework, in particular the dimensions of 'space' and of 'power'. In addition, the six domains offer more clarity about the CSP results that can be expected and what role CSOs should and could have in achieving these. This builds on but extends beyond the four dimensions of CSB to which the CFAs currently refer (cf. Biekart, 2003).

This implies more proactive engagement by CFAs with their partners on this topic. The CFAs face the dilemma of balancing the power that comes with funding with the

53 This section addresses Sub-question 1 – 'What is the relevance and quality of CFA procedures, strategies and policies for increasing and strengthening the participation of citizens and CSOs, as specified in the Preliminary Paper, in decision-making processes (e.g. partner choice, intervention level, and diverse domains of intervention – state, market, CSOs)?'

54 These are the core policies – all CFAs have additional supporting policies.

autonomy that they strive for of their partners. Furthermore, as external actors – often one of many for the partner organisations, their influence should not be overestimated. Nevertheless, it would be hypocritical to expect solid participatory action from partners without expecting it to be reflected within the CSOs' own thinking and processes. This dilemma parallels that of gender equity in organisations, a dilemma that all four CFAs have faced and thus is a challenge with which they are familiar.

Furthermore, the evaluation team found that there is an important difference between having policy documents that reflect an awareness of power inequality and having this embedded within staff understanding and their implementation of procedures. Evidence exists that all the CFAs need to work towards a more consistent and comprehensive understanding of how exclusion is created and sustained – and what options exist to overcome this – among those staff members who are making judgement calls in the implementation of its policies. There is also clearly room for further improvement in the procedures, notably those relating to partnership relations and M&E (see section 6.3).

Organisational procedures for strategic planning, project/partner selection and accompaniment also do not yet adequately incorporate mechanisms or questions that focus on civil society participation and power inequities. There are some efforts underway to remedy this: discussions in Plan on their reporting procedures, adjustment of Novib's Strategic Planning Mechanism, and Hivos' M&E system as most prominent examples.

Recommendation 2

The CFAs must strengthen their capacity to undertake power analysis. This can help them underpin and make more consistent their policies, strategies and procedures vis-à-vis partners, paying particular attention to assumptions about social change and what can be expected of CSOs given the challenges of their operating environment.

While *Cordaid's* civil society building policy document is clear, greater consistency can be achieved across its four themes in terms of embedding a power analysis, paying particular attention to the Health and Care and Access to Markets themes. The Urban Liveability policy provides a strong example that treats citizens, governance, gender, empowerment questions in a comprehensive, multi-layered and integrated manner. It also means working more on aligning their administrative structures to accommodate non-thematic activities, such as networking or lobbying, that are central to CSP enhancing work, and to ensure that organisational procedures do not become insurmountable obstacles for certain kinds of partners. Cordaid is aware of this latter issue and its shifting portfolio in Sri Lanka and Uganda shows its intent to seek greater coherence between policies and partnerships.

For *Hivos*, this recommendation means ensuring that its sectoral focus do not lead to a tendency to think of 'CSP' as relevant mainly for the Human Rights and Gender focal areas. This could hinder the learning or influencing across sectors and sector-specific organisations that might be needed. Furthermore, regional sectoral priorities do not always appear to be used consistently as the basis for funding allocations. This could be improved. Finally, the Guatemala and Uganda studies point to the need for deeper and ongoing analysis of the specific challenges of civil society participation across sectors and organisations. All of the above can strengthen the basis of Hivos' programming decisions.

For *Novib*, this recommendation means encouraging an issue-based analysis of power inequalities to help focus strategic planning. It also means using the power framework to review its recent mechanisms, notably the 'Toolbox' and 'Strategic Programme Management' (SPM), to ensure that these enable Novib staff to base their strategic and partnership decisions on conscious deliberations about power inequalities. The evaluation team acknowledges that this is already underway for the SPM tool. Novib is also encouraged to invest more in the integration of an Aim 4 and Aim 5 perspective, rather than funding organisations to deal with these aspects separately as is currently not uncommon.

Plan's CCCD policy (2002) forms a solid and clear basis for CSP enhancing work. However, it does not (yet) align with Plan's reporting/monitoring and evaluation procedures and, due to its recent introduction, is not yet manifested comprehensively in country-level implementation. Plan is aware of the urgency to translate this policy into country strategies and actions and is undertaking steps towards this aim by, for example, training staff in Uganda in participatory approaches to community development and proposing to strengthen NGOs in Guinea. However, efforts such as these need to pay attention to how power shapes development and to focus on transformative participation, thus avoiding 'participation' becoming instrumental. There is a need to understand better how family-centred issues can be related to public participation challenges at different levels. New projects submitted for NLNO funding should be screened in depth for their contribution to enhancing citizen and CSO participation, beyond an instrumentalist or simple operational-strengthening contribution. Attention also needs to be given to clearer articulation of why certain power inequalities, notably those related to gender, are addressed by some and not other National Offices.

Recommendation 3

The CFAs should take note of the 'emerging issues' (Section 4) and translate the observations into more consistent policies, strategies and partnerships, in particular seeking to understand better the context-specific challenges for civil society participation.

For *Cordaid*, this means, in particular, articulating a clearer perspective on gendered violence and embedding this in funding allocations and embedding a perspective on transformative participation more firmly in its service delivery work. Other considerations related to participatory culture, reflective practice, own agency, and power analysis are elaborated on in other recommendations.

Hivos should consider further clarification of its perspective on gendered violence. Other considerations related to participatory culture, reflective practice, own agency, and power analysis are elaborated on in other recommendations.

For *Novib,* considerations related to participatory culture, reflective practice, own agency, and power analysis are elaborated on in other recommendations.

For *Plan*, this means in particular, embedding a perspective on transformative participation more firmly in its service delivery work and developing more detailed work on gendered violence. This is more clearly necessary in cases where CSP-related activities are more incipient. Other considerations related to participatory culture, reflective practice, own agency, and power analysis are elaborated on in other recommendations.

Success in enhancing CSP requires a convergence of efforts towards a broad, societal 'project' of peace and democracy. Support is needed at different levels, with diverse strategies and on multiple issues. The current diversity of investment by CFAs is important as this ensures that a wide range of interlocking CSP endeavours is supported. However, opportunities for cross-CFA and CSO coordination and partnerships at a strategic level are lost. The only clear example found was collaboration around the PRSP in Uganda. A more precise analysis per issue, for example 'plantation workers rights', of the 'places' at which CSP activities are needed can help strengthen the collective CFA portfolio of work. All CFAs do make explicit choices for certain issues or preferred types of organisations. However, they do not appear to do this from a strategic analysis of the specific challenges per 'place' that civil society faces in each country.

Recommendation 4
The CFAs are encouraged to identify more clearly opportunities for collaboration and coordination in-country for greater complementarity of efforts and mutual learning. This can be undertaken by using the 'place' dimension of the power cube framework and locating their own strategies and portfolio within this to identify significant gaps in addressing inequitable power relations.

6.3 Partner Relations in Relation to Civil Society Participation[55]

The slow, uncertain, and fragile nature of progress towards enhanced 'civil society participation' is only possible with a clear vision on rights-oriented development, staying power and strategic flexibility on the part of citizens and their organisations. These qualities are also needed of the CFAs that support them. From this perspective, all four CFAs are viewed by CSOs as very positive funding agencies and partners.

The CFAs are clearly committed to the broader endeavour of peaceful and democratic civic societies, and provide long term core funding that sees partners and projects through difficult times and transitions. They are either steadfast in their vision of development as requiring sustained action to redress power inequalities, or strengthening this vision where it is incipient.

Nevertheless, further improvements in the CSO-CFA partnerships can be made, in particular providing more support on undertaking power analysis and on developing participatory culture, within the organisation and in society at large, to enhance participatory actions (see section 4.3).

Recommendation 5
The CFAs are encouraged to invest more in processes for enhancing participatory (organisational) culture within the CSOs they support, as a critical component for strengthening the quality of the partners' participatory action.

Greater coherence is desirable between externally expressed goals and how the CSOs embody these goals internally. In all countries, observations were made about the presence of relatively top down, male-dominated processes in some CSOs that strive towards goals of equity and democracy. While all of the CFAs

55 This sub-section addresses sub-question 2 – 'How do partners view CFA strategies, policies and procedures in terms of increasing and strengthening the participation of citizens and CSOs in decision-making processes?'

recognise in general terms the need for democratic, equitable, critically reflective partners and project staff, *all CFAs* are encouraged to invest more effort in improving the internal participatory culture and practices. Novib, for example, has its new Toolbox process that encourages reflection on gender equity within the organisation but that does not deal in depth with other aspects of participatory organisational culture. See section 4.3 for more thoughts on this issue.

Part of the answer to achieving a participatory culture lies in the depth of understanding of what makes for 'good participation' within CSP activities. This means paying attention to the understanding that CSOs have of participation in its transformative sense and how they can strategise consciously based on an analysis of inequitable power relations. In Sri Lanka, the observation was made that

'most of the mechanisms and strategies that the CSO are adopting for lobby and advocacy are similar to the strategies that the trade unions used in the past (picketing, marches, banners, strikes etc.), to pressurise the governments and to win their demands. ... A diversification of strategies used in lobby and advocacy is therefore recommended' (Sri Lanka Country Report, p. 60).

While many CSOs can articulate their views on this in general terms, in the workshops held in Uganda and Sri Lanka, partners were enthusiastic about the insights gained from applying a 'power cube' analysis to their work. They expressed interest in working with the CFAs to look in more detail at their strategies using the power cube.

This issue requires more thought on the direct relationship between the CFAs and CSOs beyond the funding relationship. Engagement with Dutch CFAs is appreciated by CSOs for guidance and programming support, not just for the funding support and, indeed, all CFAs profess to having partner relations that go beyond funding. Yet evidence exists that there is considerable room for improvement on this issue for all the CFAs. With the exception of Plan, there is a minimal in-country presence of CFAs which creates a tension between an ideal level of strategic support that partners would like and the CFAs' desire to minimise dependencies and transaction costs.

In practice, for all CFAs the challenge is similar – overcoming the existing deficit of direct dialogue with partners/project staff on enhancing citizen and CSO participation based on a power analysis. Whether (regional) funding cuts are being made, partners are being phased out or significant amount of work is contracted out to NGOs, direct contact remains crucial to ensure that shared learning remains possible and impact towards better CSP is optimised. Good strategic support in this area has the potential to improve the effectiveness of CFA funding. While recognising the resource/staffing dilemmas involved in knowing how much direct dialogue and support to provide, the CFAs are urged to rethink what can be done to increase dialogues and strategic joint deliberations as part of their partnerships. This means working towards a better balance between autonomy and accompaniment (currently focused around procedures rather than strategic reflection):

'The cooperation agencies do not understand the idea of participation sufficiently. More horizontal relations are needed with them... It is important to have a collective analysis in order to see how we can produce impacts with the resources and shared capacities' (Foro por Colombia, 31 March 2005, Colombia Country Report, p. 63).

Recommendation 6

The CFAs are encouraged to more rigorously support their partners in using power analysis to ensure optimal CSP strategies. This should aim to enable partners to be more (self)critical and strategic, based on their own visions of social change and given the operating environment.

In addition:

For *Hivos*, partners in Guatemala have expressed the need for more accompaniment to address the challenges of internal governance, gender, decision-making, strategising, and organisational transitions.

For *Cordaid,* more space for partners to influence policies and strategies has been requested, 'with transparent decision-making processes in which partners have a voice' (Sri Lanka Country report, p. 58) and more identification of shared advocacy and lobby opportunities.

For *Novib*, more interaction on strategic dialogue and content matter related to the broad challenge of enhancing civil society participation has been requested, although in Colombia there is much appreciation for the dialogue space that already exists.

For *Plan*, where National Offices subcontract work to local organisations, some observations indicate the risk of conceptual disengagement by staff from the issue that has been sub-contracted. Efforts are needed in these (often new) partnerships to view them as dialogical on content and not simply as handing over implementation.

The CFAs themselves are agents of change, which they recognise. Currently, in-country initiatives are largely limited to direct financial support to partners or for projects, although CFAs do have some input into strategic thinking and Plan sometimes undertakes in-country lobby activities itself. Cordaid, Hivos and Novib enact their own agency via international campaigns and networking, sometimes with partner organisations. The CFAs need to recognise their own power in-country in shaping and furthering agendas of their partner organisations and initiatives and act on this, without creating (new) dependencies and without imposing international advocacy agendas on partners. Building an in-country action agenda for themselves based on articulated needs from in-country CSOs is currently not a prominent feature of the CFAs' work on CSP. Greater clarity on this requires an internal CFA analysis of its own agency in country-focused support, reconsidering its roles vis-à-vis partners and the CSP theme.

Recommendation 7

The CFAs are encouraged to explore more comprehensively their own 'agency' in CSP work, in particular, how they can further CSP agendas in-country through direct relations with donors and governments. This may mean expanding their current roles vis-à-vis partners.

The CFAs are appreciated for their flexible, programmatic and long term funding. This is critical for work on enhancing CSP, which requires structural change processes to tackle entrenched inequitable power relations. The CFAs should maintain their flexible approach to funding over long time horizons. This includes maintaining flexibility towards the content of the work of partner organisations, as they roll with the political

punches and grab unanticipated opportunities. However, evidence exists that the phasing out strategies of Hivos and Cordaid can be improved.

Recommendation 8
Given the long term nature of progress towards social change, the CFAs are encouraged to review the implementation of their phasing-out processes with CSOs. This means ensuring that there is full clarity from the beginning of the partnership about the phasing-out process and that steps are taken to optimise the chances of sustainability of partners and their activities.

For *Hivos* and *Cordaid*, in particular, this means reviewing how this is currently happening (at least in Guatemala and Sri Lanka, if not across the board) and taking steps to improve the phasing out of partnerships. Such a withdrawal strategy includes helping organisations diversify income sources and supporting organisational planning including vision, mission and strategy development and financial planning for after CFA funding stops.

For *Plan,* which is diversifying its partnerships with local organisations, it is critical to maintain dialogue in these partnerships on substantive issues and to view partners as more than short-term contractors.

The country studies show that, in relation to CSP enhancing activities and strategies, much more is happening in practice than is recognised by the partner organisations and CFAs. Certainly strikingly little reporting on this work is occurring, which represents a true loss of valuable insights. There is much learning potential for the CFAs with their partners, between the CFAs and between partners in-country on the challenges and strategies for enhancing CSP. As mentioned above, partner organisations expressed great interest in the potential of the power cube to review their work. In situations of rapid and unclear political, social and economic change, which characterise the five countries, processes of reflection, systematization and/or research are crucial to be clear on what to do, what works and what is best avoided. Central in this is the importance of situated practice, which shapes and explains what happens and why. An example of the type of learning that would be important to undertake and could encourage CSOs to step beyond their current use of spaces and strategies comes from Colombia:

'the obstacles to having more impact on the political sphere of decision making and operationalising decisions were not entirely due to the character of those spaces. CSOs could strengthen their ability to make effective use of those spaces if they improved the values and culture of their own participatory practice. In so doing, they would also contribute to change in the culture of representation' (Colombia Country Report, p. 67).

Recommendation 9
The CFAs are encouraged to invest in learning initiatives that analyse and document CSP-enhancing initiatives. This needs to occur within the CFAs themselves, within the partner organisations, and between CFAs and partners. The manner in which lessons are shared and used should be constructed to ensure improved practices and wider uptake.

The team encountered a relative paucity of (clear) documentation by the CFAs and CSOs on citizen and CSO participation enhancing work. Even for the purposes of this evaluation, it proved problematic to obtain sufficient detailed information about partners and projects with respect to this theme. If CFAs (and partner organisations) are to make claims about 'enhancing civil society participation', then the question is on

what basis such claims are made. The specific and significant methodological challenges for monitoring and evaluating social change work are recognised by the evaluation team. Given the processual and interconnected nature of activities that enhance civil society participation, this requires due attention to qualitative approaches for capturing results and impacts. If effectiveness indicators are to be developed, then outcomes that value the processes and changes in, for example, attitudes, behaviour and knowledge become important. This is particularly a challenge for Plan which works with a reporting structure that focuses on tangibles rather than processes, thus unintentionally hiding some significant CSP work in which they are engaged. Novib, in particular, has taken interesting steps towards this within the context of its 'right to be heard' work but acknowledges the need to address ongoing challenges.

Recommendation 10

The CFAs should improve their monitoring and evaluation of CSP work. This requires methodological innovation to deal with the complexity and context-specific nature of social change processes and building capacities and processes within the CFAs and partner organisations.

ANNEX 1

Assessment of the Synthesis Report

'Assessing Civil Society Participation as supported In-Country by Cordaid, Hivos, Novib and Plan Netherlands, 1999-2004', by Irene Guijt

MBN External Reference Group

The Evaluation Reference Group (ERG) has been assigned the task of assessing the 'quality of process and results' of the joint CFA programme evaluations. In this assessment we focus on the results of the evaluation, as reflected in the final synthesis report.

The ERG considers the synthesis report to be of good quality, with useful insights and a well-focused set of recommendations. Its readability and accessibility have been improved in comparison with earlier drafts.

The ERG is pleased about the conceptual approach taken in the report. The work by John Gaventa, the use of the power-cube (places, spaces and power) and its extension with the violence and internal conflict dimension are deemed illuminating and contribute to the relevance of the study and its findings. The ERG was impressed by the emerging framework specifying domains of the Civil Society Participation landscape. It is deemed very useful for future structuring of CSP approaches, programmes and projects by the co-financing agencies, as well as for defining more specific progress indicators.

The ERG underlines the relationship between the country reports and the synthesis report. The latter is a good reflection of the country reports that offer underlying evidence for the analysis, conclusions and recommendations formulated. The distinction between general, comparative findings and CFA-specific sections is well done. In this way the prevailing differentiation between the CFAs is brought out clearly, further increasing the usefulness of the study.

The ERG insists on including the complete ToR and the evaluation study proposal in the final version of the report, so as to facilitate independent verification of the approach followed and the results delivered by the consultant. This also must include any changes agreed upon with the Coordination Group (CG) during the process.

The ERG notes that the evaluation is presented as a formative evaluation, though it certainly contains elements describing effectiveness up to a certain level. The ERG recognises that the CFA-programmes under study were not explicitly directed at CSP nor contained an explicitly formulated associated logic of intervention with clearly designated instruments, programmes and projects, while the context certainly may influence outcomes. The ERG however believes that such 'limitations' are to some degree inherent to most evaluation settings and do not justify abandoning efforts to carry out a 'summative-type' evaluation, with more firm statements on results and effectiveness. The consultants themselves did a good job in making explicit the inherent intervention logics of the various CFA's.

Therefore, if CFAs want to see their programmes evaluated, the ERG suggests they have to consider the prevailing intervention logic and how to go about measuring the effects along these lines, even if the intervention logic has not been made explicit yet. The ERG believes that in the future earlier action on behalf of the CG in this direction is recommendable.

In view of the exploratory work done in the present evaluation and considering the conclusion that the CFAs' CSP-work is relevant, useful and worthwhile to continue, the ERG recommends that the CFAs should take steps now to further formalise their approaches to CSP so as to facilitate more clear-cut summative evaluations of CSP programmes in the future. In order to implement such evaluations, a combination of monitoring, evaluation and auxiliary research may be considered.

The ERG took note of the process the study has gone through. In general, the ERG considers the design process of the evaluation and the guidance on the part of the CG as largely appropriate. The interactions of the CG and to a lesser extent the ERG, with the consultant have contributed to the quality of the report. However, the lack of specification in the TOR of the selection of cases, evaluation questions, field methodology and expected outcomes, did indeed prove a weak point from the point of view of evaluation management and external accountability; a risk pointed out by the ERG in its comments on the evaluation proposal. It clearly points at the need for a more explicit TOR. It also points at the need for an assertive stance on the part of the CG, something that in our view has indeed been emerging during the process.

Maastricht, 10 March 2006.

ANNEX 2

Terms of Reference for the MBN Programme Evaluation 'Assessing civil society participation as supported by Cordaid, Hivos, Novib/ Oxfam Netherlands and Plan Netherlands'

Key objectives

Hivos contracts Learning by Design, Institute of Development Studies, International Agricultural Centre and the International Centre for Participation Studies for the joint evaluation of the civil society participation related programmes of four CFAs: Cordaid, Hivos, Novib en Plan in Uganda, Sri Lanka, Colombia, Guatemala and Guinea Conakry. In accordance with the aims of the CFP Policy Framework and the GOM Plan of Approach for the Evaluation of the Co-financing Programme, the main objectives of this programme evaluation are (Preliminary Paper 2004):

1 To assess the relevance and quality of the CFAs´ policies and strategies – including the quality of implementation – with regard to civil society participation;
2 To assess the relevance and effects of the interventions of the CFAs and their partners in this domain;
3 To learn from a systematic analysis of the experiences and results of partners in this domain;
4 To receive recommendations for improving and differentiating the CFAs´ policies and strategies in this domain.

These objectives have been translated by the evaluation consortium as follows:[56]

> 'The objectives of this evaluation are fourfold, two relating to the intervention logic and intervention impact, and two relating to the learning processes in the NGOs. As four of the five countries are in war torn/post-conflict states, this perspective will receive specific attention in this evaluation
>
> 1a Based on an assessment of the intervention logic (or espoused theory) of the CFAs and their theory-in-use, what is the relevance and quality of the CFAs' policies and strategies with regard to civil society participation?
> 1b How effective are the civil society building processes and efforts supported by the CFAs, particularly in (post-)conflict contexts?
> 2a What future strategic shifts might the CFAs consider in the light of the findings from the five country studies and four organisational desk studies?
> 2b How can the insights and ideas be internalised in the CFAs?'

The consortium will follow the objectives as proposed to and accepted by the CFAs.

56 Proposal for evaluation 'Assessing Civil Society Participation as supported by Cordaid, Hivos, Novib/Oxfam Netherlands and Plan Netherlands' LbD, IDS, IAC, ICPS. July 30, 2004.

Evaluation consortium
Learning by Design, Institute of Development Studies, International Agricultural Centre and the International Centre for Participation Studies will carry out the evaluation. Team leader is Irene Guijt, Learning by Design.

Methodology
The overall methodology consists of desk studies, design workshop, in-country research, cross-comparative analysis workshop and in-house dialogues with the CFAs, and is described in the evaluation proposal (Annex II).
The years to be covered by the evaluation will be negotiated between the CFAs and the consortium in the period leading up to and during the methodology design workshop.
The detailed methodology (overall and per country) will be determined after the desk study and design workshop (component 1 and 2) in agreement with the CFAs.
Between the draft and the final synthesis report, the CFAs and partners involved in the field studies will have an opportunity to provide feedback on the reports.

Outputs
Core outputs of this evaluation will be: (Ref Evaluation proposal LbD)

1 Short conceptual synthesis papers on key issues pertinent for this evaluation
2 Four CFA-specific desk studies
3 Five country-specific studies
4 Synthesis document
5 Dialogues in the four CFAs
6 Evaluation framework (as used by the research team)

Ownership of results
Cordaid, Hivos, Novib and Plan are the owners of the results of this evaluation.
Any publication by members of the consortium on this evaluation that references evaluation documents made public will be allowed.
Publications that refer to other aspects of the evaluation (findings or process) will require the written permission of Cordaid, Hivos, Novib and/or Plan, depending on which organisation's material is being referenced.
Any material written by members of the consortium as input for guiding the evaluation that does not reflect findings as such of the evaluation process can be freely used.

Implementation period
The evaluation starts in August 2004, the final report will be sent to Hivos not later than September 30, 2005.

Budget
For this evaluation a lump sum of 340,000 Euro is available. See the budget (Annex III) for details. The exact distribution of days spent in the field in the five countries (and therefore for the other components) shall be determined after the methodology design workshop.

Evaluation quality requirements
To be able to guarantee the quality of the services purchased, the services provided by the team leader and the consortium shall be evaluated according to the evaluation criteria for programme evaluations of MBN (former GOM). (See Annex IV). Revision of this document is foreseen in September 2004, changes relevant for this evaluation

will be communicated in time. As these were not known to the consortium prior to submitting their proposal, any consequences for either content and/or timing and/or budget will be negotiated between the CFAs and the consortium.

Reference group

The CFAs have installed a Reference Group of external experts to advise them on process and quality of the programme evaluations. The Reference Group must give formal advice on the Terms of Reference and the Synthesis report.

Annexes to this ToR

I Preliminary paper. Programme Evaluation Civil Society Participation 2004-2005, Cordaid, Hivos, Novib/Oxfam Netherlands, Plan Netherlands. CG CSP, March 22, 2004

II Proposal for evaluation 'Assessing Civil Society Participation as supported by Cordaid, Hivos, Novib/Oxfam Netherlands and Plan Netherlands' LbD, IDS, IAC, ICPS. July 30, 2004

III Budget for evaluation 'Assessing Civil Society Participation as supported by Cordaid, Hivos, Novib and Plan Netherlands'. July 30, 2004. LbD, IDS, IAC, ICPS.

IV MBN/GOM Plan of approach. Co-financing Programme (CFP) evaluation 2003-2006. GOM Evaluation and Policy Working group. Contents: 1 Plan of approach, 2. Long-term research agenda, 3. Quality of evaluations. Aug 2003, with anticipated updating September 2004.

ANNEX 3
Summary of the Preliminary Paper for the Programme Evaluation on 'Civil Society Participation', March 2004

1 Background

Co-Financing Programme (CFP) policy framework

The 'Broad-based Co Financing Program' (CFP or MFP-breed), for which a Policy Framework was enacted by Dutch Parliament in December 2001,[57] aims to promote the structural reduction of poverty in the South and in the poorest Central and Eastern European countries and to achieve universally recognized human rights. The programme defines structural poverty reduction as improving living conditions and building social relationships to enable poor populations to assume more control over their own lives, so that they and future generations can provide for themselves in a sustainable and dignified way. The programme is based on internationally agreed poverty reduction and sustainable development targets. To this end the programme will pursue the goal of structural poverty reduction through three interlinked intervention strategies: direct poverty reduction, civil society building and influencing policy. Civil society building involves the strengthening of pluralistic and democratic social structures and organisations to achieve a more equal balance of power and the involvement of marginalised groups in social, economic and political decision-making processes. This includes acquiring ownership of the quality of local and state education and health care, human rights, voting entitlements, biodiversity, access to sustainable resources and ICT development.'

1999-2002: Steering Committee Evaluation of the Dutch Co-Financing Programme

In the period 1999-2002 the Directorate General for International Co-operation of the Dutch Ministry of Foreign Affairs (DGIS) and the Dutch Co-financing Agencies (CFAs) delegated the organisation and implementation of the evaluation of the CFP) the Steering Committee for the Evaluation of the Dutch Co-Financing Program.

Outcome Steering Committee evaluations on Dutch Co-financing Agencies and Civil Society Building

- In the period 2000-2002 the Steering Committee for the Evaluation of the Dutch Co-financing Programme commissioned several studies into the effectiveness of Civil Society Building (CSB) in India, Nicaragua and Mali. The effects of the civil society building programs supported by the Dutch CFAs were assessed by looking at four dimensions:
- Strengthening organisational capacities (of both formal and informal organisations) in civil society.
- Building up and strengthening networks of, and alliances between, social organisations (both within and between the various sectors).

57 For the full text of this Policy Framework see www.mfp-breed.nl

- Building up and strengthening capacities for (policy) advocacy, with the aim of strengthening vertical intermediary channels between civil society and the state and/or the market.
- Strengthening citizenship, social consciousness, democratic leadership, and social and political responsibility, with the aim of increasing participation of citizens in the public sphere.

In its Synthesis Report,[58] the Committee arrived at 32 conclusions; on policy, the selection and quality of partner organisations, their results and impact, the sustainability of their partners' work and the role of CFAs. For the purpose of this paper, a number of conclusions are highlighted.

- First of all, the Committee was surprised to see that most CFAs had not worked out their policies on CSB: 'It is worrying that there is so little policy foundation precisely in the area in which the CFAs claim an 'added value".[59]
- Most of the CFAs implicitly place the emphasis on 'organisation building' or even 'partner development'. The Committee finds it, therefore, not surprising 'that the CFAs (except for Hivos) see civil society building as a means of combating poverty, and not (any longer) as an independent aim'.[60]
- According to the Committee accountability to target groups has increased but could still be improved in most partner organisations and particularly in the case of development NGOs. One of the conclusions is that 'in the organisations that have an explicit gender focus, accountability is better arranged.'[61]
- The most significant results are achieved in the field of organisational strengthening, which is also the most important priority of partner organisations that work in the context of civil society building. Whether strengthening of partner organisations can be considered to belong to the domain of civil society building is debatable, according to the Committee. The autonomy of partner organisations, a sharper focus on gender, transparency in decision-making and accountability determine the effectiveness of partner organisations.
- The strengthening and building of alliances and networks of social organisations is, after organisational strengthening, the area in which the most tangible results are achieved. Again, the capacity to account to members is a crucial variable for success in strengthening alliances, as is a coherent policy and a properly functioning monitoring and evaluation system.
- The Committee found the results of policy advocacy and public campaigning somewhat disappointing, although the results of lobby work could be detected more clearly than the effects of public campaigning.
- The least concrete results were found for interventions aimed at building citizenship. 'These interventions are often concerned with slow changes in mentality, which are only visible over a longer period of time, but which, potentially can have far-reaching influence', according to the Committee.[62]
- In the Steering Committee's view, the added value of the CFA-channel lies more in the familiarity of the partner relationships, the provision of focused and effective technical support and consultancy, and in the 'creation of favourable conditions',

58 Kees Biekart, Synthesis study of Co-financing agencies and Civil Society Building, 2003
59 Conclusion 1 of Synthesis study
60 Conclusion 2
61 Conclusion 11
62 Conclusion 17

rather than in the way organisations are 'supervised' (a local office or not). In addition, 'the CFAs can also play an important role in supporting democratisation movements in civil society that propose alternatives and in the promotion and articulation of lobby activities – from a micro to a macro level.'[63]

- Finally, the Committee suggests that 'the assumption, that, from the point of view of an efficient deployment of resources, development NGOs are to be preferred to social organisations should perhaps be revised.' Case studies show that other variables are more decisive in making a 'strong partner organisation', such as a coherent and innovative policy, a relevant and autonomous position in civil society, good accountability to the target groups and a 'learning' organisation culture.[64]

Assessment Civil Society Development of Plan Netherlands

The Civil Society Development of Plan Netherlands was assessed through a desk study[65] in 2002. At the time, Plan lacked a policy on Civil Society Development, in spite of the fact that a considerable amount of funds was reportedly allocated to Civil Society Development. It was further concluded that Plan Netherlands focuses its Civil Society Development activities on empowerment processes at the local level, but that these only sporadically aim for the development and enhancement of autonomous organisations (not linked to the aid-chain of Plan). As such, capacity building is mostly linked to strengthening the implementing capacities for Plan's projects and programs. Plan Netherlands, because of its structure as an international organisation with branches in the North and local offices in the South, has a comparative advantage in strengthening local CBOs, and in linking them to meso and macro networks and alliances that focus on children's rights. This approach could be strengthened by integrating it with the communication aspect of Plan's current sponsorship model, if it is changed into a strong awareness building tool.

Finally, it was concluded that the corporate M&E system (CPME) is not appropriate for measuring Civil Society Development, and neither are the additional M&E tools developed by Plan Netherlands. As such there may be a wider range of Civil Society Development activities and results than what Plan Netherlands is aware of.

2003-2006: Joint GOM[66] programme evaluations

Part of the CFP Policy Framework 2003-2006 is the development of a quality management system by the CFAs, based on the criteria that govern the current subsidy regime. Responsibility for the system's design lies with the CFAs. A system of evaluations forms an important part of the system. The CFAs use it to conduct (joint) evaluations at various levels (partner organisations, CFAs and the relationships between them). The results of these evaluations are submitted to the Ministry together with the policy conclusions the CFAs draw from them.

Choice for Civil Society Participation as the theme for this programme evaluation

The outcomes of the CSB studies and the conclusions of the Synthesis Report of the Steering Committee led to renewed debates within the CFAs and between the CFAs and

63 Conclusion 29
64 Conclusion 13
65 Kees Biekart: Foster Parents Plan Nederland, Beleidsanalyse maatschappijopbouw en beleidsbeïnvloeding, 2002.
66 Gemeenschappelijk Overleg Medefinancieringsorganisaties. Since 12 February 2004 the name GOM has been changed into: MBN (MFP-Breed Netwerk)

their partner organisations. One immediate outcome has been the drafting of policy documents. Furthermore, it was felt that the CSB studies offered more than sufficient issues and questions for further research. In setting the research agenda for the period 2003-2006 the CFAs decided to continue with a cluster of evaluations in this important field. One specific follow-up is an evaluation of 'The role of women's organisations in civil society building', executed by Cordaid, Hivos and ICCO in 2003 and 2004.

For this programme evaluation on Civil Society Participation the CFA's have defined 'Civil Society Participation', as: the opportunities of citizens –and more specifically of poor and/or marginalised citizens- and the organisations that represent them or can be considered their allies, to actively participate in and influence decision-making processes that affect their lives directly or indirectly. Participation includes 'agency', e.g. taking initiatives and engagement.

Considerations for choosing a focus on participation, including peace and conflict:

- The participating CFAs share an interest in civil society participation as an essential part of civil society building.
- The CFAs are interested to further explore the fourth dimension of CSB: 'Strengthening citizenship'. As said before, the Steering Committee considered this to be an area of potential 'far-reaching influence'. In the eyes of the CFAs, the angle of civil society participation seems to offer good opportunities for looking at the concepts of citizenship and citizenship building.
- The Steering Committee's evaluations looked at the CSB-policies of the CFAs and their partners in a broad perspective. Also linked to the second consideration, the CFAs hope that a more in-depth evaluation, focused on more defined processes of civil society involvement, can serve as a follow-up and input for further policy development in this area. Again, civil society participation in specific processes and within a specific context seems to offer a suitable angle for this.
- An evaluation on 'Peace and conflict', to be executed by Cordaid and ICCO, was cancelled in a later stage, but the issue seemed to be important for this CSP evaluation.

2 Objectives of the programme evaluation

Objectives

In accordance with the aims of the CFP Policy Framework and the GOM Plan of Approach for the Evaluation of the Co-Financing Programme 2003-2006 (ref. Annex to tender-letter), the main objectives of this programme evaluation are:

1 to assess the relevance and quality of the CFAs' policies and strategies –including the quality of implementation- with regard to civil society participation;
2 to assess the relevance and effects of the interventions of the CFAs and their partners in this domain;
3 to learn from a systematic analysis of the experiences and results of partners in this domain;
4 to receive recommendations for improving and differentiating the CFAs' policies and strategies in this domain.

In this programme evaluation specific issues will be taken up in the following manner:

- Attention to gender differences and gender policies is reflected in the research questions and will be further elaborated in consultation with the main researcher;
- A comprehensive comparison of the role of the private channel and other (bilateral and multilateral) donors is beyond the scope of this evaluation. However, the role of other donors will be part of the context analysis and -depending on the focus and delineation of the research in a specific country context- the option remains to investigate the role and contribution of other donors to enhancing the participation of poor people in specific decision-making processes, if and where they obviously play a role;
- The levels of the development-chain investigated encompass those of beneficiaries/ society, partner organisations and CFAs;
- Whether or not the level of poverty reduction can be specified will depend on the delineation of the research with regard to the type and subject of the decision-making process(es).This might turn out differently in the countries where the research will be conducted and will be taken up in the Country Terms of Reference, if relevant.

Expectations with regard to learning and policy development
The CFAs expect to gain more insight in:

- the relevance and quality of partner selection, in view of the CFP framework, specific CFA policies and objectives, and the context;
- the effectiveness of their interventions and those of their partner organisations.

In addition, the participating CFAs expect that the process of organising this evaluation will be a learning process in itself, one that contributes to institutional learning and a clarification of the intervention logic of the CFAs in the field of CSB. The outcomes of the programme evaluation should lead to enhancing the quality of the CFAs' policies and strategies in the area of civil society building and feed into further policy development. One aspect of that quality, which was critiqued by the Steering Committee, is the level of differentiation of civil society building approaches in different contexts. The outcomes are further expected to offer valuable information and possible criteria for improving partner selection in view of the promotion of participation of citizens in (civil) society. The CFAs intend to share the outcomes with partner organisations and relevant third parties as an input to further discussion, learning and research.

- Cordaid expects that the findings of the evaluation will provide insights and lessons with regard to the role church-related organisations and/or those that are identity-based can play in promoting the participation of citizens.
- Hivos is especially interested in conducting at least one of the studies in Africa. This should lead to a deeper understanding of the specific conditions, opportunities and constraints with regard to CSB in Africa and serve as input for a more focused approach. Furthermore, Hivos has taken up knowledge sharing in the area of civil society building as a key area of interest in the coming years (ref. Civil Voices and Hivos' Plan of Action Follow-up Steering Committee.) The programme evaluation is expected to offer valuable input for this process.
- Novib hopes that the outcomes of the programme evaluation can be used: 1. in setting priorities within the right to be heard; 2. as a contribution to the drafting of a new Oxfam International Strategic Plan (2007-2010); 3. in further substantiating the rights-based approach.

- Plan Netherlands hopes that the programme evaluation will demonstrate (or clarify) the relationship between civil society participation (and consequently civil society building) and specific features of Plan Netherlands: child participation, child agency, children's rights and community development.

3 Research framework

Points of departure

An assumption shared by the four participating CFAs is that more influence of poor and/or marginalised people on decision-making, directly or indirectly, will lead to improvements in their situation: standard of living, rights and dignity as a human being and citizen, choices in life, etc.

In decision-making processes in society, three main actors are distinguished: the state/ government, civil society and the market. These actors operate at different levels: local, national and international. Decision-making processes take place at and between all those levels, including the household and individual levels.

Increasing the participation of (poor) citizens needs a two-pronged approach:

- At the level of citizens: awareness raising, mobilisation, organisation building, capacity building, citizenship building, 'claim-making power', etc., and
- At the level of the state, civil society and the market: improving accountability, good governance/ corporate social responsibility, quality and capacity as duty-bearer, an 'enabling environment' for citizens/consumers to be or become more influential, etc.

In their policies the CFAs aim for both levels, as do their partner organisations in practice. Their approaches can be different. At the level of the state, for instance, it may range from confrontation and outside pressure, via negotiation and co-operation, to supporting the state and its institutions for a better performance of their duties.

Choice of a research framework

The CFAs participating in this programme evaluation have looked for a framework of analysis that:

- accommodates and does justice to their different approaches and programs in strengthening civil society and increasing the participation of poor and marginalised people in decision-making processes that affect their lives;
- offers opportunities to build on some of the conclusions of the Steering Committee's Synthesis Study on Civil Society Building, in particular around the issues of citizenship, the effectiveness and accountability of different types of (partner) organisations (e.g. membership organisations vs. intermediary NGOs), alliance building, and advocacy
- offers opportunities to build on the analysis along the line of Biekart's four dimensions of Civil Society Building with regard to the strategies of partners and CFAs, with a focus on the relationship between the strategies used and the effects for (increased) participation and 'voice', in a specific context;
- is in line with the CFP policy framework and a rights perspective.

The 'Spaces Places Power' approach, of he IDS Development Research Centre on Citizenship, Participation and Accountability, offers a framework that seems useful and promising and that answers to the criteria mentioned above. The researchers are expected to use it as a means for analysing, interpreting and 'translating' the policies, activities and results of CFAs and partners – and argument/justify their interpretation (Cornwall 2002; Gaventa 2003).

Gaventa states: 'Increasingly, the concept of participation is being related to rights of citizenship and to democratic governance'. In the contacts of citizens and civil society with 'those in power' and in their participation in decision-making processes, three forms of 'participatory spaces' are distinguished: closed or provided spaces, invited spaces, and claimed or created spaces. The other two dimensions of the framework are: 'places' (global, national and local) and 'power' (visible, hidden and invisible). Because this framework will be used in assessing the role and effectiveness of *specific* actors (the CFAs and their partner organisations), we propose to take the dimension of '*spaces*' as the main entry point for the evaluation. The '*places*' dimension comes into view automatically in the different intervention levels the CFAs and their partners operate on. The analysis of *power* relations and the role of (partner) CSOs in (not) changing power relations to benefit poor/marginalised people is the very subject of the evaluation.

In view of the objectives of the CFAs and of this evaluation, the following elements seem to us of crucial importance:

- '[..] these spaces exist in dynamic relationship to one another, and are constantly opening and closing through struggles for legitimacy and resistance, co-optation and transformation. Closed spaces may seek to restore legitimacy by creating invited spaces; similarly, invited spaces may be created from the other direction, as more autonomous peoples movements attempt to use their own fora for engagement with the state. Similarly, power gained in one space, through new skills, capacity and experiences can be used to enter and affect other spaces.'
- '[..] while new spaces for participatory governance may offer some possibility for transformation and change, such spaces must be analysed in relationship to the larger power field, which surround them. Power relations help to shape the boundaries of such spaces for participation, of what is possible, and who may enter, with which identities and with what discourses and interests. [..] Power analysis is thus critical to understanding the extent to which new spaces for participatory governance can be used for transformative engagement, or whether they are more likely to be instruments for re-enforcing domination and control.'

Considerations in defining the research questions

The main research questions have to be formulated in terms of the relevance and effectiveness of the strategies of the CFAs with regard to civil society participation. The evaluation should look at which 'participatory spaces' partner organisations make use of in achieving their objectives, why they do so and what their strategies and the effects of those strategies were. The differences in the strategies of the four CFAs with regard to partner selection, intervention level, type of support, and their approach to (the four dimensions of) civil society building as a strategy to strengthen civil society participation, could offer interesting information as to what is effective at what level, for what purpose and under what conditions. The evaluation would offer the opportunity to deepen our insight in questions of participation and citizenship and in the role of different types of civil society organisations in representing people's interest

and strengthening claim-making capacities and citizenship. A further delineation of the evaluation with regard to the type and/or subject of the decision-making process(es) that partners are involved in, need to be determined after selecting the countries where the evaluations are to be conducted. The research questions need to be answered in relation to those specific contexts. Part of the delineation question is the decision whether we want to focus the evaluation exclusively on the relationship of civil society with the state, or also on the relation with the market. The IDS's approach is mainly directed to the relationship with the state, but seems to be useful also for the relationship with the market.

Main research questions

The main research questions, to be answered in the Synthesis study, are:

1 What is the relevance and quality of the different CFA policies and strategies –including the quality of implementation- for increasing and strengthening the participation of citizens' and civil society organisations in decision-making processes, and creating or reinforcing conditions to this effect?
2 What were the effects of the interventions of the CFAs and their partners aiming to contribute to this purpose?
3 Which lessons can be learned with regard to improving and differentiating CFA policies and strategies in achieving this purpose?

Underlying questions

- What are the assumptions, goals and strategies of the CFAs with regard to increasing/ strengthening participation of citizens and civil society organisations in decision-making processes, and/or creating conditions to this effect? How is this being operationalised, e.g. in partner selection and the choice of intervention levels?
- Is there a positive relationship between the strategies and partner selection of the CFAs and the extent to which their partners in practice make use of 'invited spaces', initiate or strengthen 'claimed spaces', and/or open up 'closed spaces'? How do the modalities the CFAs use in supporting partner organisations favour or hinder their possibilities to do so?
- How can the policy choices and support of the CFAs, and the activities and strategies of their partners to realise the participation of citizens/CSOs in the three 'spaces', be analysed and appreciated with regard to Biekart's dimensions (or fields of activity) of civil society building: (a) organisational strengthening; (b) alliance and network building; (c) advocacy; (d) citizenship building? Which dimensions/ activities were used for what purpose/space, at what level of intervention?
- What were the effects of those interventions, both with regard to the process and quality of the decision-making process and in concrete results/successes?
  Note: effects can be direct, at the beneficiary level, and/or indirect, at the level of the society as a whole (depending on type of objective and case selection)
- What differences related to gender differences and gender relations can be identified at:
  - the level of and constraints/opportunities for participation in the different types of participatory spaces,
  - the effects and level of benefits of participation of men and women?
- Have women's organisations or organisations with a clear gender policy in general been more effective in achieving greater participation of and benefits for women in the different participatory spaces?

Can a connection/relationship be established between the type of 'participatory space', the objective or subject of the decision-making process (such as political issues/rights or social-economic issues/rights), and the results?
- Do the results with regard to the three types of 'participatory space' differ significantly between different types of civil society organisations (CBO, membership organisation, intermediary NGO, faith based or church related vis-à-vis non-faith based or non-church related)?
- What conclusions can be drawn with regard to legitimacy and accountability in processes of 'participation'? Can significant differences be discerned with regard to different types of organisations, type/ groups of beneficiaries, intervention levels, etc.? What role do gender relations play in this respect?
- What can be learned about the dynamics of 'opening' and 'closing' spaces for participation in decision-making? What factors play a role, under what circumstances? What has been the role of (different types of) civil society organisations/ partner organisations?

Questions with regard to 'invited spaces'

- What is the history or origin of this space of consultation, who participated in decision-making, on behalf of which group(s) and who determined this?
- To what extent and under which conditions have citizens and/or civil society organisations been able to develop power c.q. influence or determine the agenda in these processes of consultation?
- Did 'trade-offs' between different groups of interest take place, and if so: what kind of trade-offs?
- Did citizens/CSOs had to compromise in order to be allowed to participate? If so – and if known – how do they appreciate the compromise in view of the results of their participation?
- What have been the effects/outcomes of participation in 'invited spaces'? Who have benefited in the end? Is the outcome in line with the expectations of those in power and of the people/CSOs involved?
- In which situations and under which conditions did this participation lead to change in power relations? Did it lead to more possibilities for citizens/CSOs to use the acquired power/influence in other situations or for other purposes? How does that show?

Questions with regard to 'claimed spaces'

- Which examples of claimed spaces could be identified? Who took the initiative (gender specific), what was the 'trigger' (reason, motive, occasion) and what were the circumstances under which people/CSOs took action?
- What were the effects? What has changed and for whom? Did it result in changes in the institutional context? If so, what changes?
- To what extent have 'claimed spaces' resulted in the creation/existence of 'invited spaces'? What was the outcome of those processes, and who have benefited from it? Is the outcome in line with the original purpose of the people who took the initiative?

Questions with regard to 'closed/provided spaces'

- To what extent have civil society organisations succeeded in opening up 'closed/ provided spaces'? What strategies did they use? Under what circumstances? What were the effects?
- To what extent have they succeeded to keep and use this 'space' effectively over a longer period?

Additional questions

- What was the role of external (international) factors and/or context in the outcomes of the researched processes?
- To what extent have international alliances of partner organisations and/or CFAs played a role in outcomes at the national level?
- Did the researchers find any successful strategies that do not fit in with the framework of analysis as described in this paper?

4 Delineation of the research

The following criteria and considerations were used for selecting the countries for this evaluation:

- Conduct the programme evaluation in countries where all four of them work, in order to make an optimal use of the context analyses and to allow for comparison. If these combinations prove hard to find, at least two out of four CFAs should be involved. In cases where that proves to be impossible too, the evaluations should be done in countries with a similar context, such as type of governance or political economy.
- The political or development processes ongoing in the country should be relevant in view of the objective and focus of the evaluation, and the CFAs' partners should be actively involved in these processes.
- Each participating CFA must have a reasonable number of partners that is involved in those processes.
- Hivos want one of the studies to be done in an African country, as Hivos could not participate in the Steering Committee study in Mali
- Budget of CFAs spent on civil society building in the countries.
- Duration of the relationship with partners (at least 3 years)
- To avoid including countries where partners and CFA staff have recently been involved in other large (program) evaluations.

Also the participating CFAs made an inventory of societal decision-making processes in potential countries, according to the following criteria:

- Processes in which (part of) their partner organisations are actively involved.
- Processes qualifying in view of the objectives, definitions and frameworks as explained earlier in this paper.
- Processes which are expected to offer sufficient and sufficiently interesting research material.

Countries and themes to be studied
The criteria were applied in a selection process with the following results:

- Uganda (participation: Cordaid, Hivos, Novib, Plan), possible research themes: decentralisation/local governance, PRSP, civic education, access to basic services.
- Sri Lanka (participation: Cordaid, Hivos), possible research themes: peace process, reconciliation, in relation to citizenship.
- Colombia (participation: Cordaid, Novib, Plan) possible research themes: local governance, voice of citizens and children in local structures (a. o. in relation to peace initiatives)
- Guatemala (participation: Hivos) Hivos prefers to cover the three continents in this series of evaluations. The Guatemala programme is the largest and it is some time that it has been evaluated. The political context is interesting in view of the subject of this evaluation.
- Guinee Conakry (participation: Plan), because of the special attention for Civil Society Participation in Plan's programme in Guinea Conakry.

Explanation of these choices

- Uganda offers a context where all four CFAs could participate and thus respond to the wish of comparative analysis in a similar context.
- Other countries where all four participating CFAs work suffer from 'over-evaluation': the CFAs decided not to add to that burden and to choose countries where they could conduct the evaluation in smaller combinations of CFAs.
- The choice for Sri Lanka and Colombia is based on the consideration that in addition to their common context of 'countries in conflict', the nature of the possible research themes is expected to offer sufficient 'interface' with the themes in Uganda to be relevant for the Synthesis Study.
- An additional but less essential consideration is that by choosing these two countries we can (partly) respond to the interest expressed in the (cancelled) PE 'Peace and conflict'.
- Both Hivos and Plan Netherlands will conduct one additional (country) study, in line with the objectives and research questions of this paper, the themes will have to be determined with the researcher.
- The necessary further delineation of the research themes in relation to the country context will be elaborated in the Terms of Reference of the individual (country) evaluations, in consultation with the main researcher.

ANNEX 4

Proposal for Evaluation

Assessing Civil Society Participation

as supported by

Cordaid, Hivos, Novib/Oxfam and Plan Netherlands

Submitted by Learning by Design on behalf of the Institute of Development Studies, the International Agricultural Centre and the International Centre for Participation Studies

Executive summary

Project title: Assessing Civil Society Participation as supported by CORDAID, HIVOS, NOVIB/Oxfam and PLAN Netherlands

Implementation period: September 2004-September 2005

This proposal describes the process by which the collaborating organisations will assess the impact of Northern-funding on civil society participation in all its diversity of manifestations in the South. The object of study is the support (funding and otherwise) provided by CORDAID, HIVOS, NOVIB and PLAN Netherlands in five countries: Uganda, Sri Lanka, Colombia, Guatemala and Guinea Conakry. These four Dutch Co-Financing Agencies (CFAs) receive special funding under a partnership agreement with DGIS. Their work, particularly in the area of civil society building, has been the subject of increasing (self) scrutiny in recent years.

The objectives of this evaluation are fourfold, two relating to the intervention logic and intervention impact, and two relating to the learning processes in the NGOs. As four of the five countries are in war torn/post-conflict states, this perspective will receive specific attention in this evaluation.

1 a Based on an assessment of the intervention logic (or espoused theory) and theory-in-use of the CFAs, what is the relevance and quality of CFA policies and strategies with regard to civil society participation?
  b How effective are the civil society building processes and efforts supported by the CFAs, particularly in (post-)conflict contexts?
2 a What future strategic shifts might the CFAs consider in the light of the findings from the five country studies and four organisational desk studies?
  b How can the insights and ideas be internalised in the CFAs?

The evaluation methodology is envisaged as consisting of six components:

- Component 1 – Orientation and Methodology Design Workshop (November 2004)
- Component 2 – CFA desk studies (in two parts: September 2004 – December 2005)

- Component 3 – In-country research, dialogues, writing (January to end March 2005)
- Component 4 – Cross-comparative analysis workshop (early May 2005)
- Component 5 – In-house dialogues with the CFAs (June – Sept 2005)
- Component 6 – Finalising the synthesis report (draft by early June, final by end of Sept 2005)

Core outputs of the evaluation study will include:

- short conceptual synthesis papers on key issues pertinent to this evaluation, for example: development trends and civil society building; the IDS framework on participatory governance, citizenship and 'spaces'; (post) conflict contexts and implications for civil society building; and current thinking on evaluation of civil society participation, advocacy and building;
- four CFA-specific organisational studies articulating the intervention logic, underlying assumptions of social change and the aid relationship vis-à-vis the CSOs being supported;
- five country-specific studies that assess the local CSO environment and challenges, a sample of the CSOs being funded, and views of citizens on changes brought about (in part) by the CSOs, plus a critical assessment of the relevance, effectiveness and strategic clarity of the CFA investment;
- one synthesis document that collates the findings from the five countries and four CFAs to identify overall relevance, effectiveness and strategic clarity of the CFA investment;
- dialogues in the four CFAs on each of these outputs, facilitated purposively to identify the in-house implications for the civil society building policies and funding strategies;
- an evaluation framework that will help the CFAs question and understand their Civil Society Building support in future.

Four organisations have joined forces in this tender: Learning by Design, the Institute of Development Studies, the International Agricultural Centre and the ICPS/Peace Studies (University of Bradford). All four organisations will contribute to the detailed methodological design, will participate in the country studies to varying degrees, and will contribute to the writing of the country studies, desk studies and/or synthesis report. Organisation-specific contributions have also been specified. *Learning by Design* will be the overall coordinator (conceptual, general management, report writer/coordinator). The *Institute of Development Studies (Participation Group)* will provide conceptual inputs on citizenship, the aid system, and organisational learning processes. The *International Agricultural Centre (Social and Economic Department)* will provide conceptual inputs on the Dutch NGOs, evaluation methodology and participatory democracy, and will provide administrative support. The *(International Centre for Participation Studies at the Department of Peace Studies, University of Bradford)* will provide conceptual inputs in particular on the link between civil society building and participation and (post)conflict areas. In-country researchers will provide an essential complement to this core team.

The proposed budget is submitted in a separate document.

1 Understanding the Dutch CFAs

All CFAs linked in the proposed 'Evaluation on Civil Society Participation' have long term partnership agreements with DGIS. Under this agreement, 10% of the Dutch development cooperation budget is allocated in large grants to a limited number of so-called co-financing agencies (CFAs). Until the late 1990s, four CFAs[1] were included in this agreement, which has now been opened for other organisations. The main goal of this partnership agreement is to stimulate civil society organisations (CSOs) in the South that focus on poverty alleviation. A core assumption behind this dedicated funding is that CSOs play an important role in poverty alleviation, alongside governmental and market players. This evaluation will look at that assumption in depth.

DGIS has strengthened its position on applying a result-based framework within the partnership agreement, which includes the CFAs, to assess how results contribute to impact. The Steering Group Evaluation (Nov 2002, p. 51-54) applauds the strengthening of CSOs and alliances, but does question whether this has contributed to a more effective civil society that enhances the position of the poor. They were cautiously positive, but noted the absence of civil society-market relations and limited sustainability of results. The evaluation expressed the opinion that the comparative advantages of CFAs represent more potential than has hitherto been harnessed, particularly in the agencies' work with CSOs in the South.

To deal with the need for greater clarity about the difference they are making, all four CFAs involved in this evaluation have invested in professionalizing their own staff, as well as staff of the partners they support. This has marked a shift in the relationship with partners from primarily a solidarity principle towards one that also requires clearer accountability. This has, in turn, led to renewed attention to monitoring and evaluation (M&E) – but not just for enhanced accountability. The CFAs are also interested in evaluation processes that can contribute to organisational renewal, both conceptually and operationally, although they acknowledge that organisational changes do not always swiftly follow the recognition of problems. Some problems that CFAs are dealing with include limited analysis of their core assumptions, ongoing major shifts in the external political and socio-economic factors, and the complexity of proving impact via non-linear processes and through collaborative efforts that make organisation-specific attribution impossible. Hence, the translation of such insights into organisational improvements is an important cornerstone for the evaluation process as proposed here.

2 Objectives of the study

In response to concerns raised by earlier evaluations (Stuurgroep 2002, Biekart 2003) and as part of the quality assurance for the special government funding they receive, the Dutch CFAs joined forces to initiate their own joint programme evaluations. This evaluation proposal aims to address the question of how well the CFAs are living up to their intentions of 'building civil society participation' in strategic and locally meaningful ways, in particularly in war torn and post-conflict situations. The internal initiation of this evaluation testifies to the willingness of the participating CFAs to

1 Originally only Novib, ICCO, Cordaid and Hivos, with Plan Netherlands joining in the late 1990s and Terre des Hommes becoming the most very recent CFA.

reflect on their implicit policies in order to improve the quality and direction of their support. Clearly, therefore, this study must invest considerable effort in dialogues with the CFAs to make this reflective process useful for strategic reflections. The merging of an internal learning need with that of external accountability calls for a solid mix of useful dialogue processes and credible data.

Given this requirement, four core objectives form the backbone of our proposal. Two relate to the intervention logic and intervention impact and two relate to the learning processes in the CFAs:

1 a Based on an assessment of the intervention logic (or espoused theory) and theory-in-use of the CFAs, what is the relevance and quality of CFA policies and strategies with regard to civil society participation?
  b How effective are the civil society building processes and efforts supported by the CFAs, particularly in (post-) conflict contexts?
2 a What future strategic shifts might the CFAs consider in the light of the findings from the five country studies and four organisational desk studies?
  b How can the insights and ideas be internalised in the CFAs?

3 Context and key conceptual issues

Four building blocks are critical to this evaluation: development trends, the IDS framework on citizenship and spaces, civil society building in war torn/post-conflict contexts, and evaluation. These four areas comprise the background ideas of the team submitting the bid and will therefore play a key role in detailing the methodologies for each of the components (see under Section 4).

3.1 Development trends as the context for Civil Society Building

'Civil society building', with its dimensions of advocacy, policy work, citizenship strengthening and organisational development (Biekart 2003), must be viewed amidst other current development trends. Key among these is the cry for 'good governance' and 'decentralisation', which have become sine qua non for development. In both cases, practical application is a long term process with interpretations ranging from participatory budgeting to anti-corruption processes and rights-based work. A range of mechanisms to support both have emerged from different development institutions, including the Poverty Reduction Strategies Papers (World Bank), expenditure tracking and gender budgeting (NGOs in various countries), and formal NGO/CSO councils and fora in many countries.

Another development trend of recent ties is the shift away from development aid as projects towards development via market access. Terms like pro-poor growth and public-private partnerships, sustainable livelihoods and market access increasingly appear in the portfolio of development agencies. Civil society has two key roles to play in this. First, they raise deep concerns about the embedded inequity in free-market agendas and are therefore critical in enabling the voice of the poor to be heard within the dominant economic system. Second, civil society can build greater economic opportunities for poor groups and can help build local capacities to engage in market opportunities. These are not necessarily via the global markets that are increasingly criticised for exacerbating the economic exclusion of the poor.

A third trend has been the focus on rights-based approaches that appear prevalent in the aid system. This marks a shift from service delivery to focusing on basic needs as basic rights, coupled with the right to claim such basic rights. In practice, this has led some development agencies to link on-the-ground service delivery efforts to building local capacity in advocacy and movement building, or to shift away from service delivery altogether. The focus on 'rights' by many CSOs is an important counterforce to the 'needs' language that many mainstream development agencies have come to use. Many of the so-called education, water, and health needs, for example, are basic rights as articulated in a range of widely ratified international conventions.

Currently, the Millennium Development Goals (MDGs) are viewed as a critical vehicle for assessing all development efforts. This includes the efforts of the CFAS. While the MDGs are primarily expressions of concrete poverty, health and education goals, two relate directly to the civil society building efforts that the CFAs wish to assess, notably Goals 2 (*Promote gender equality and empower women)* and 8 – *Develop a global partnership for development*. Nevertheless, all goals have strong civil society dimensions when viewed as rights and not needs, as the achievement of goals is fundamentally about challenging the power structures that maintain inequity of employment, health access, educational opportunities and hunger.

These shifts in the development context and discourse pose significant challenges for funding agencies and intermediary organisations, as rights-based approaches invite new criteria for funding, partnerships and systems of planning, reporting and accountability. By nature, rights-based approaches involve the pursuit of longer-term strategic goals, and efforts to shift policies and power relations in favour of the poor and marginalised. Such strategies are not easily contained within conventional project cycles and procedures. They involve multiple phases and diverse stakeholders – including actors less familiar to some donors, such as informal social movements and grassroots campaigns with limited capacities for meeting procedural requirements; or human rights advocacy and policy organisations. Outcomes are not easily measured or attributable to specific donor-supported partners or activities. There are inevitably more direct political dimensions to aid decisions which donors, CFAs and CSOs must all navigate and the risks and implications will be different at each level, and within each context. All of these pose challenges to an aid system designed primarily around much more delineated projects or programmes.

3.2 The IDS framework of citizenship and participation spaces

The Preliminary Paper refers extensively to the conceptual ideas developed by Gaventa and Cornwall at IDS. This tender document will not elaborate on these further other than to add a few observations. Both Cornwall and Gaventa's work, as referenced in the Preliminary Paper, focus on understanding the presence and dynamics of civil society participation. Shifting these concepts for the more specific notion of civil society building – as supported by the CFAs – will require an understanding of how focused efforts with certain civil society groups can 'open', 'close' or 'create' a space, and subsequently how this impacts on the strength of civil society to argue its case vis-à-vis the vested powers. How civil society participation and civil society building efforts are connected will require further clarification.

A second observation concerns the state-civil society focus of the IDS frameworks. Increasingly, corporate power sits above the nation state in terms of its accountability and governance. The local impact of transnational corporations and the often

unregulated, or at best weakly regulated, private sector in large parts of the global South is increasingly the subject of civil society advocacy. Furthermore, the CFAs support many such initiatives. Therefore the application of the IDS frameworks to civil society-private sector will be important, as will the role that the state plays in this.

A third observation relates to the limitations of any model and the critical importance of viewing the notion of spaces and 'working both sides of the equation' (Gaventa 2003) as a dynamic process. Furthermore, created spaces can exist within closed and open spaces, and closed spaces can exist within open ones. The Preliminary Paper itself stresses the dynamism of spaces yet in the underlying questions the notion of space is, at times, treated more as a static or absolutism. With this evaluation, we would like to use the IDS framework dynamically by examining stories or trajectories of change and how different spaces within that play a role, rather than the absolute importance of one space over another.

Several other considerations of civil society building will inform our evaluation process. First, it will be important to understand the domain of civil society action in its full diversity as funded by the CFAs. The Preliminary Paper briefly describes the type of CSOs that are CFA partners, on which we will build a more extensive analysis. By identifying the different roles of CSOs in their societies, as, for example, watch dogs, local service providers, peace-mediators, and policy advocates, we can describe from which 'spaces' these roles are performed and how they mutually strengthen (or hinder) each other.

A second important focus will be the extent to which and how CSOs shape or trigger institutional change. Good governance and participatory democracy are widely acknowledged to require far-reaching institutional shifts in norms, policies, laws, government programmes and organisational cultures. Can support to civil society building lead to shifting the dominant institutions towards pro-poor impacts?

A third consideration is that of levels and ethics. Civil society organisations are active at local and national, and increasingly, at global levels. What difference has CFA support to CSOs made at these levels? Much effort is investing in building alliances and networks and strategic coalitions. But the added value of additional layers of organisation among the CSOs is not always clear. Furthermore, the North-South linkage raises ethical dilemmas through the pressure that funding opportunities offered by the CFAs may exert on shaping Southern agendas. Therefore important to this study will be examining the terms of civil society engagement and the relationship between the CFAs and their Southern partners. What might provide valuable insights is applying the notion of spaces and working both sides of the equation to the CFAs themselves. Which spaces are open, closed and perhaps even created, when it comes to CFA policies and procedures?

In addressing these questions, four features of power will be kept in mind:

- Power is dynamic. Each dimension of power is in constant change and inter-relationship with one another. Changes in one dimension can affect the other.
- Power is contextual – strategies for pro-poor power in one context may work for disempowerment in another.
- Power is historical – even if new institutional openings appear, historical actors learned behaviours and attitudes may still fill them

- Power is relational – those who are relatively powerless in one setting, may be more powerful in others. 'Empowering' actors to claim power in one space may strengthen their power over others in another space.

3.3 Civil Society Building in war torn and post-war contexts

The discussion about civil society takes on particular dimensions when war and post-war contexts are taken into account. The construction and widening of participatory spaces for the pursuit of social change agendas becomes much more problematic in such contexts but, arguably, more urgent as a task. Participation begs the question of alternatives to violence as a means of achieving social change and addressing grievances. The idea of 'civil' as opposed to 'uncivil' society, also encourages reflection on which elements of associational life favour 'civil' outcomes that might promote collective goals through non-violent means and which remain committed to particular interests and ends with little discrimination around means. The rise of mafias and private armed groups in many regions of the South over the last decade highlights the discussion about which values are worth fostering in the arena of civil society and which are antithetical to its 'civil' dimensions.

Many international development NGOs extended their engagement with war torn and post-war societies in the South in the course of the 1990s. For some, this was by choice and prior experience, while for others it was an outcome of the growing prevalence of protracted violent conflict in some of the poorest countries of the South. The objectives of this engagement varied. Some viewed it as a way to keep open a civilian space in the midst of violence, while others aimed to support local humanitarian and human rights organisations. Some international NGDOs wanted to enable voices for change to have a say in the post-war situation, while for others 'civil society' became a 'peace-building' agency. 'Civil society' – as peace-agency – was then funded in the post war period to foster a societal counterpart to governance programmes which could build accountability mechanisms in weak state environments.

Given that the case studies selected for this evaluation are mostly in situations of either ongoing war or fragile peace, the peace-building potential of some forms of associationalism and how this might be critically evaluated should form a major part.

Evaluating Northern-funding in these contexts requires the following considerations

- How do funding agencies assess the peace-building potential of the groups they support?
- Can peace-building be given a more solid content that can be rigorously assessed, if not formally measured, in donor project and programme terms?
- Is there a gender differentiation in terms of civil society participation in war torn/ post war contexts?
- What particular constraints are there for funding agencies working in such contexts?
- How does one build 'civil society' in 'uncivil' environments?
- What is the relationship between external discourses and expectations around civil society building and local processes and ownership? This is particularly relevant in post war situations where local states are weakened by the impact of prolonged war.

3.4 Considerations for Evaluating Civil Society Efforts

The challenges of assessing what are sometimes referred to as the 'intangibles' of CSOs are increasingly accepted. Conventional evaluation approaches tend to be most suited to tracking more concrete changes than those associated with capacity-building, dialogue and lobbying efforts. Thus it is no easy task to evaluate the extent to which focused funding of civil society participation makes a difference in terms of pro-poor policy shifts, active citizenship and strategic advocacy efforts.

In this evaluation, we have planned for a concerted and significant effort at the onset to identify a feasible methodology that will also provide meaningful results. Two core features of civil society building should be recognised as central in shaping any planned evaluation methodology.

- *Indirect impacts and diversity of complementary strategies make direct attribution tenuous at best.* Getting clarity with the CFAs about the extent to which they wish to have unequivocal statements on 'cash-for-change' will be paramount. As Gaventa states 'working both sides of the equation is critical' yet what if a CFA funds only one 'side of the equation'? We will need to understand how different strategies interact at different levels to shape change.

- *Long time frame and defining success.* Institutional change in democratic structures and norms stretches well beyond the funding timeframe of funding agencies, including the CFAs. Hence defining success will require great care. How to deal, for example, with intense advocacy efforts that operated in an environment of great risk and larger influential factors, and had no policy impact but did strengthen the capacity of CSOs to strategise? Furthermore, 'short-term successes of advocacy work may often be won at the expense of longer-term aims – such as building capacity among partners and contributing to more fundamental change in the future'[2] Describing initial and likely change processes and related assumptions will form part of the evaluation methodology.

As Mayoux[3] summarises: 'When determining how much change has occurred and evaluating 'success' or 'failure', advocacy assessment needs to take account of the context, the risks involved, the long timeframe needed for some social changes and the fact that particular advocacy projects are generally part of a broader movement (with all the difficulties for attribution that implies).'

A second critical aspect, besides the civil society-specific considerations, is that of evaluation as learning. We strongly hold that this evaluation process should not only be summative but primarily formative in helping sharpen the CFAs' and CSOs' insights on their relationship and their assumptions of social change. Hence, systematic efforts will be made to shape an evaluation process that will allow for optimal sharing and learning in the four CFAs.

In our experience with this kind of formative evaluation, we feel it is important to link with existing systems of learning and evaluation – both formal and informal – within

2 B. Coates and R. David. 2002.
3 'Advocacy Impact'. A summary of the paper 'Advocacy for Poverty Eradication and Empowerment: Ways Forward for Advocacy Impact Assessment'.

the organisations involved. Such an approach might involve meeting at the outset with key individuals and teams responsible for learning and evaluation within the CFAs, and with other programme and policy staff in the CFAs who have learning needs specifically related to this project. The purpose of these meetings would be as follows:

- to develop relationships of trust and channels of communication between the evaluators and key 'evaluation and learning' actors within the CFAs;
- to explore the key themes and questions of the evaluation together, in part to generate interest and a sense of ownership of the learning process;
- to do a quick appraisal of existing reporting and evaluation systems to see whether they are sufficient for inquiring into these themes and questions;
- to agree on collaborative and reciprocal mechanisms for staying connected throughout the evaluation process (to include roles and contributions at specific stages of the process);
- to begin to identify new or different modes of reporting, evaluation and learning that might supplement or replace existing systems (with particular reference to the challenges evaluating civil society strengthening activities).

Once such conversations and agreements have taken place, the evaluation team would maintain regular contact with these actors and consult with them at key moments, providing updates and draft findings, seeking their input as the evaluation progresses, and looking for ways to connect what is emerging with existing evaluation and learning systems. Links would also be sought, where appropriate, with the CFAs internal communication and knowledge management systems, for example through periodic email updates. This approach can help to build ownership, avoid undue emphasis on 'the final report' and involve key stakeholders in processes of dialogue that feed into the report.

The essence of a formative evaluation, inclusive approach also holds for the in-country work, through dialogue with and involvement of the CSOs supported by the CFAs in the evaluation process prior to and subsequent to the actual research. Groups get invited to or consulted on many funding agency-driven processes, without a chance to gain from the process and thus feeding cynicism about 'partnership' and 'solidarity'. The in-country work would seek to build the purpose and process with them and thus show its potential for new thinking and practice, not just to determine future funding. In this, we must remain clear, however, about the limitations of time and resources on the extent to which CSOs can help shape the process.

Additional methodological issues that we believe should receive particular attention in this evaluation are:

- an analysis of power and shifts in power structures when evaluating the impact of CFA funding;
- a systems perspective on evaluation will help to explore the larger picture of relationships and spaces of interaction, rather than looking only at specific actors or parts of the system in isolation;
- accountability and transparency in all directions (not just upward but downward – from CSOs to beneficiaries and from CFAs to CSOs);
- identifying key assumptions in the espoused theory of the CFAs and testing these assumptions in the fieldwork;

- using stories of change in terms of institutions, citizenship, participation, etc and analysing them historically to identify CSO and CFA contributions;
- internal learning and external accountability, including defining the nature of that accountability within the aid relationship between the CFA and CSOs;
- the use of methods to stimulate critical reflection and analysis by individuals and groups within the CFAs and CSOs, in order to deepen and institutionalise learning (including: storytelling about critical incidents; visual mapping and diagramming of institutions, trends and dynamics; providing space and techniques for personal reflection concerning key questions; and creative methods of presentation and communication to share these insights with others). One objective for sharing these methods will be to develop ongoing skills and capacities for organisational learning within the CFAs and CSOs.

In the detailing of the evaluation methodology we will build on recent innovative work on the evaluation of advocacy (see work by Jenny Chapman and others at ActionAid, Just Associates Linda Mayoux, and Sammy Musyoki).

4 Evaluation approach and methodology

The core methodology will consist of six components as per below. The methodology workshop (component 1) will lead to refinements in the timeline and the detailing of the methodology for each of the other components. We anticipate that discussions with the four CFAs prior to the methodology workshop should help clarify the optimal balance between detailed field studies and more CFA-based dialogue processes to deepen and clarify the in-house understanding on and strategies for supporting civil society building. The choice made will probably have implications for the budget and methodology.

Throughout this process, an explicit action learning route will be followed to enable the four CFAs to internalise the findings as the insights unfold. This requires, as noted in 3.4, specific efforts to connect the learning and analysis to existing systems of learning and evaluation, and to key individuals responsible for this, within each of the CFAs. Action learning methods will include a variety of innovative visual and presentational modes of inquiry for representing and analysing concepts, information and experiences. Such methods can be powerful both at the individual and collective levels in connecting experience to conceptual understanding, and in connecting learning to more effective action.

The translation from theory down to the on-ground CSO practices forms the backbone of the evaluation (see Figure 1). How do the CFAs interpret the current insights on civil society (Box A) and what can be undertaken to build its capacity is important in order to locate their espoused theory within the wider debate on CSOs (Box B)? Then it is critical to understand what happens to their espoused theories in terms of the in-country support (Box C). To what extent can they find like-minded partners and how do any Netherlands-based policies engage with local versions of civil society building? This includes reflection on how funding agency (both DGIS and then through the CFAs themselves) procedures and practices come between the theory and the local practice. This requires looking at the influence of aid procedures, attitudes, behaviours, etc intervene, not just how theory and support are taken up or not by the CSOs being funded. Finally, the actual practice of the CSOs being supported will be assessed to

understand how civil society is ultimately being supported (Box D). These insights will then be related back to the CFAs policies and their in-country support strategies to identify strengths, anomalies, gaps and distortions.

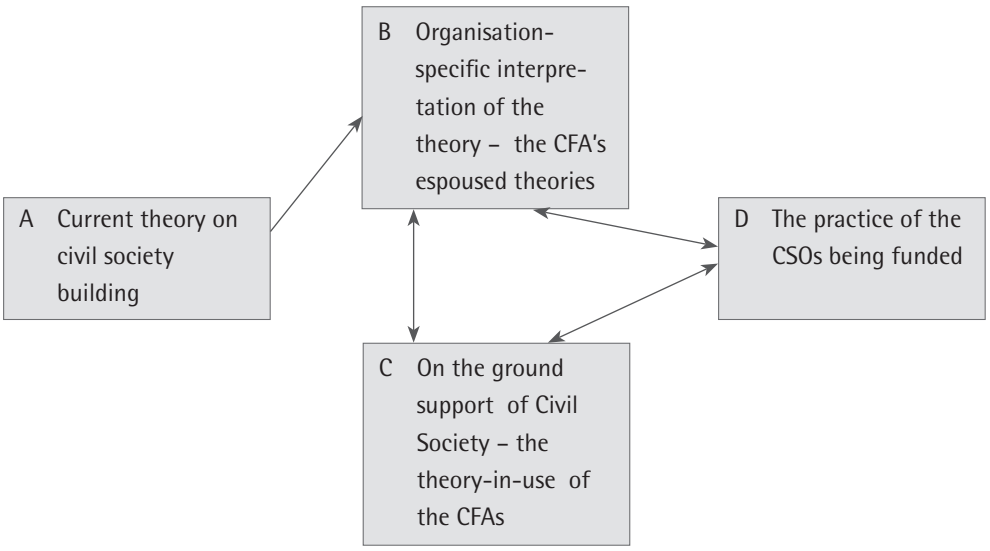

FIGURE 1 – The theory-to-practice chain

Component 1 – Orientation and Methodology Design Workshop (November 2004)

- Initial event with the in-country and Europe-based consultants to share mental frames and core concepts, meet the CFAs and detail the tasks.
- The CFAs present themselves at the onset and outline their intervention logic, key achievements and key challenges.
- Joint detailing of the precise methodology to be pursued in each country, in particular how to delineate the study around a set of feasible and most relevant questions as well as the basis for selection of which CSOs are to be studied during the field work.
- The CFAs will rejoin the team at the end to discuss the details of the suggested methodologies for the different components, and therefore the final financial distribution of available resources across the countries and institutions.
- Core teams will be finalised per country and for each of the remaining components.
- A precise timeline, milestones and writing framework will be agreed for the desk studies, the country studies and the synthesis report.

Preparations leading up to this event will include selection of in-country consultants, preparation by the four organisations of their perspectives on key issues, summary of methodological innovations on evaluating civil society building, and initial preparations by the CFAs to present their civil society policies. One concrete input being contemplated is a set of short papers on the four key concepts outlined above, focusing specifically on how to use the concepts in the context of the 'Civil Society Participation' evaluation. Alternatively, the workshop may identify several themes that require more focused development and thus short papers may be commissioned afterwards.

Component 2 – Two phase CFA desk studies (Sept/Oct 2004 and Nov/Dec 2004)
This component is split in two phases. Phase 1 will consist of a fact-finding effort prior to the design workshop and Phase 2 will follow up on perceived information gaps identified during the design workshop.

- For each of the four CFAs and building on the presentations during the orientation workshop, one researcher will undertake a document-and interview based organisational assessment supported by interviews with key people (including country officers and policy coordinators) to identify the implicit/explicit assumptions in the organisations' intervention logic (strategy and policy), the level of financial investment, the types of strategies and partners funded, and the types of results thus far.
- The country-specific organisational desk studies in each CFA will only focus on the five countries included in this study and in which they are active.
- Dialogue with the four CFAs of the findings of this initial analysis of their respective interventions logics.
- During the workshop, the full team will discuss the implications of the results of this component for the overall and country-specific methodologies.
- Follow-up dossier work with those CSOs selected during the methodology design workshop.
- The research team assumes that it is the CFAs' responsibility to ensure timely provision of all required documentation.

Component 3 – In country case studies (January to end March 2005)

3a Context Analysis and Civil Society Impact Cases
Country-specific teams (one locally-based and at least one from the core team) will undertake an in-country analysis at four levels. The field methodology will be driven by the intention to provide a learning exercise for the CFAs and CSOs, and will therefore be creative, consultative, and seek good evidence that can confirm or challenge the assumptions of social change held by CFAs and CSOs.

The four levels of analysis are:

- NGO/CSO context analysis – including aspects such as core features of civil society participation and relationship with state/private sector, implications of the history of CSOs, current key challenges, in particular how the history of conflict has shaped the capacities and focus of CSOs;
- Portfolio assessment of the CFAs in-country as necessary (depending on the degree of detail emerging from the desk studies in Component 2) to at least include a good overview of all CSOs being supported and from that identify a sample
- Organisational analysis of a purposive sample of the CSOs supported in-country by the different CFAs – types of partners/organisations being supported, types of strategies being pursued by the CSOs, the processes of engagement, achievements (outcomes and impacts) and setbacks as seen in the context of the larger challenges;
- Citizen-based assessment to identify and analyse stories of change in order to assess their sense of 'participation' and related achievements for democracy.

3b In-country dialogues and report writing/vetting

For the evaluation process to be meaningful locally, it is important to deepen the analysis (particularly where there are multiple CFAs operating) with the CSOs involved in the in-country work:

- Country teams to draft their findings and have them reviewed in-country by the CSOs
- Dialogues in country, particularly where there are initiatives funded by different CFA, to identify differences and overlaps in strategies and assess them in terms of effectiveness.
- CFA staff (from the Netherlands and/or in-country) to be present at these dialogues, and where possible DGIS staff/representatives to be present, in order to have the full funding chain present at discussions.
- Drafting and local vetting of the five country overviews – CSOs will be invited to submit their responses to the country reviews.

Component 4. Cross-comparative analysis workshop (early May 2005)

- Europe-based workshop with in-country and Europe-based team members to share the five country findings.
- Identify core differences and overlaps.
- Compare with the CFA organisational studies to analyse the relationship between espoused theory, theory-in-use and impacts.
- Identification of critical findings and core recommendations for each CFA and for the synthesis report.

Component 5 – In-house dialogues with the CFAs (June – Sept 2005)

- Dialogues within the CFAs to share the findings, discuss the proposed recommendations, identify their merits/limitations and possible organisational implications.
- Discuss possible adaptations to the evaluation framework used in the study to guide ongoing in-house reflections on their Civil Society Building policies and strategies.
- This may seem somewhat extended but the summer holidays in the Netherlands and implications for staff presence in the CFAs needs to be considered.
- The dialogues will be tailored, through mutual agreement, to the needs and potential of each CFA.

Component 6 – Drafting, finalising and presenting the synthesis report (early June and by the end of Sept 2005)

- The draft synthesis paper will be submitted in early June.
- Core team to finalise and present the synthesis report to the CFAs in June and/or September (depending if the presentation is to be based on the draft and/or the final version).
- Final report to be produced by September 30, 2005.

5 Participating organisations and their roles

Learning by Design will be the contract holder and will subcontract the three other partners of the evaluation consortium for their respective tasks as described in general terms below and as detailed in the budget.

It should be mentioned that three of the four organisations have close working ties. The IAC and LbD have collaborated in various initiatives in the area of participatory monitoring and evaluation and are currently preparing training and seminar events in this area. IDS has commissioned LbD for strategic review and research work. Currently, LbD and IDS are part of a modest international proposal struggling to look precisely at how to evaluate social change initiatives, and to do so in a way that strengthens organisational learning as well as accountability. If this proposal is funded, it will provide us with an international network to draw upon in our thinking. It will also provide a network of development professionals and social change activists with a keen interest in the process. In this way, the current evaluation process could reach beyond serving the needs of the four CFAs and contribute to the learning and practice of others. IDS, IAC and LbD are excited at teaming up with the ICPS which will allow the inclusion of its critical (post) conflict perspective on civil society building.

5.1 The international agricultural centre and its approach

In this proposal, Dr. Jim Woodhill and Hettie Walters of the Social and Economic Department of the IAC will provide conceptual inputs on the Dutch CFAs and related national development discourse, evaluation methodology and participatory democracy, and will provide administrative backing as mutually negotiated. If necessary, Hettie Walters will act as deputy study coordinator. In line with the other three organisations, they will contribute to the detailed methodological design, to the fieldwork in the country studies (Uganda and Sri Lanka), and to the writing of the issue papers, country studies, desk studies and/or synthesis report. See Annex 2 for the CVs of both team members.

The IAC is part of Wageningen University and Research Centre. It is an international expertise organisation which links education to fundamental, strategic and applied research in the fields of plant and animal production, agro-technology and food processing, rural development, environmental management and society. Wageningen UR includes various agricultural educational and research organisations. This enables the IAC to draw on the expertise of an additional 7000 expert staff.

IAC provides independent advisory services to diverse clients including:

- multilateral and bilateral agencies (e.g. European Commission, FAO, IFAD, WFP, UNESCO, UNICEF, IUCN, Dutch Ministries of Agriculture, Food and Nature, Economic Affairs and Foreign Affairs, GTZ, DANIDA, CIDA);
- NGOs (e.g. SNV, NOVIB/OXFAM, CORDAID, PLAN Netherlands, ICCO);
- private companies (e.g.Ahold, HATAG).

In 2001, IAC's 50 years of work was celebrated by inviting clients and partners to discuss the centre's future directions. They described IAC's role as unique, since it integrate disciplines, promote systems approaches to complex problems and bring people together from different organisations, professional fields and backgrounds to learn from each other. The IAC will endeavour to continue to play this role.

The IAC service delivery is centred on an integrated approach that entails the elements shown in the adjacent figure. During the Civil Society Building evaluation, the IAC team members will encourage critical reflection by key stakeholders to work towards a common understanding of the challenges in the field of civil society building in the context of poverty reduction. As such the evaluation will not only be a thorough and systematic 'evidence identification' mission but also contribute to the important process of facilitating dialogues within the CFAs. Through our focus on 'learning', multi-stakeholder participation and 'systems thinking', we aim to inspire and promote the planning of new strategies and approaches that enhance the effectiveness and efficiency of the CFAs with respect to their civil society support. The IAC team will be able to draw upon the in-house expertise and know-how related to the following relevant fields:

- learning-oriented approaches to M&E and organisational assessment in international development programming;
- participatory planning, monitoring and evaluation, and facilitation of multi-stakeholder processes expertise;
- gender, diversity, organisational change and organisational learning and participatory organisational auditing expertise;
- organisational and institutional development expertise.

5.2 The Participation Group at the institute of development studies

The Participation Group's contribution to this project will be in two broad areas. The first is to provide conceptual input and analysis on issues of citizenship, civil society participation, processes of social change and the role of aid actors in supporting these, including issues of power in donor-recipient relations and accountability within the aid system. The second will be a methodological contribution, providing methods and techniques of evaluation and learning, and helping to link these practices to processes of organisational learning and evaluation within both the CFAs and CSOs involved. Within both of these areas of input, the Participation Group will provide focused assistance to fieldwork, to processes of collective analysis and learning at different levels, and to writing. A table below provides further details.

The Participation Group at the Institute of Development Studies is a leading international research, advisory and training group that works to promote social justice and equitable processes of development and citizenship. Through active partnerships with networks of practitioners and researchers throughout the world, we encourage the innovation and critical evaluation of participatory approaches that position poor people

and their issues at the centre of decision-making. Our focus is on better understanding participatory processes that can strengthen citizen voice, influence policy-making, enhance local governance and transform institutions. In doing this, our aim is to deepen and broaden learning, and to extend the effective practice of participatory methods, ethics, behaviours and principles.

Currently, the Participation Group carries out an extensive programme of research, networking, communication, topical workshops, teaching and training related to strengthening participatory approaches in development and citizenship. We are a team of 20 people based at IDS, with links to networks and partners in dozens of countries. Our work is presently funded from a number of sources, including the UK Department for International Development (DFID), the Swedish International Development Authority (Sida), the Swiss Development Corporation (SDC), the Rockefeller Foundation, the Ford Foundation, and others. We also anchor the Development Research Centre on Citizenship, Participation and Accountability, a large DFID-supported initiative that is examining approaches to strengthening rights and meaningful citizenship for poor people through a global programme of research, dissemination and policy influence.

The Participation Group is one of the six core research teams at the Institute of Development Studies. Established in 1966 by the British government, IDS has grown over the years, and developed diverse functions, including cutting-edge programs of policy advisory work, postgraduate studies, a varied training program, and strong collaboration with Southern institutions. Research remains the Institute's fundamental activity, on which all the others rest. The IDS holds an international reputation for the quality of its work and the intellectual rigor with which it applies academic skills to real-world policy challenges. Its operations extend throughout much of the world, most of its programs being implemented with and through partners who together constitute an active global network in development studies. This partnership approach helps enrich the research process, whilst building and enhancing the capacity of the organizations involved.

The IDS has some 200 staff, comprising academic research fellows, other program officers and support staff. A wide range of disciplines is represented, including economics, sociology, anthropology, political science, geography, medicine and ecology. In addition, students from around the world gather at IDS in several post-graduate degree programmes, including a new MA in Participation, Development and Social Change (coordinated by the Participation Group), an MA in Governance and Development and an MA in Gender and Development, as well as MPhil and DPhil programmes. Many workshops and conferences are organized, and there is a large publications program. IDS is also actively promoting other kinds of dissemination, through the media, policy briefings, video, and an extensive network of online development information services including Eldis, ID21, GDNet, the British Library for Development Studies, and others. Within this, the Participation Group manages the Participation Resource Centre, one of the world's largest collections of materials related to participatory approaches; and a new online service, Participation.net.

The Participation Group's contribution to this project, as noted above, is both conceptual and methodological. The following table provides further details. Depending upon the configuration of skills, knowledge and availability of people within the other three organisations participating in this bid, the Participation Group would draw selectively from the following people and their potential roles.

Name	Area of expertise	Proposed role
Core team members		
Professor John Gaventa	Study of participation and power; participatory monitoring and evaluation; NGOs and civil society as actors for change	Conceptual inputs; design inputs, synthesis workshops and/or review of materials.
Jethro Pettit	Civil society; participation; rights based approaches	Overall anchoring and support of study from IDS end. Facilitating organizational learning with NGOs around the study. Field researcher for Uganda.
Additional team members with focused inputs		
Dr. Rosalind Eyben	Rights-based approaches; the role of donors in supporting rights and participation	Conceptual and design inputs related to: (a) assumptions/ theories of social change and the role of aid; (b) organisational learning and learning organisations; and (c) relationships and accountability in the chain of donor-recipient relations.
Dr. Zander Navarro	Participation in governmental processes; social movements; agrarian reform, especially in Latin America	Field researcher for Guatemala

5.3 ICPS/Peace Studies, University of Bradford

The International Centre for Participation Studies (ICPS) would aim to contribute the conceptual components of the evaluation which relate to civil society participation in war and post war environments, and to undertake the field research in Colombia. In particular it would contribute to the development of criteria to evaluate the contribution to 'civil' interactions and 'positive peace' of external donor's local counterparts. By 'positive peace', we mean the conditions that would enable a society to live without violence, and it includes economic development as well as issues of democratic participation, social justice and human rights and cultural freedom and diversity. There is of course no blue print of such conditions; however the participatory breadth of the social and political space is a critical variable and within that, diverse associational life can potentially strengthen the space and increase the number of voices contributing to the debate. There is a voluminous literature on 'peace-building' and a body of empirical work on the potential role of CSOs. The assumptions that inform the Dutch agencies' work in these contexts need to be assessed against this literature as well as the actual experiences and self-assessments carried out by CSOs who have received funding for this kind of work.

In May 2003, ICPS was formally established in the Department of Peace Studies at the University of Bradford. Participation must be a key component in the building of a peaceful society in which alternatives to violence as a means of pursuing objectives are valued. But it must be critically explored. The ICPS aims to become a flagship academic and practical research unit in the field of participatory thinking and practice, working at the local, regional and international levels

Many activists from CSOs in a multiplicity of conflict environments have come to the Department of Peace Studies to reflect on their experiences over the years, and this will help inform the broader picture. The work will also be informed by Professor Pearce's 2001 study of Civil Society and the Peace Process in Guatemala[4]. This was the outcome of four years of field research with many of the CSOs of Guatemala and a longer period studying the particularities of post war reconstruction and peace building in Huehuetenango, Guatemala. It will also be informed by over fifteen years of research experience in the Colombian conflict. The ICPS/Peace Studies will be closely involved in conceptually guiding these field studies.

5.4 Learning by Design

Learning by Design is the company name under which Irene Guijt operates. Her role in this evaluation process will be as overall conceptual and administrative coordinator. She will ensure that the conceptual linkage between the five country studies is maintained and that outputs are produced on time in ways that will allow for integrated analysis. Her expertise on evaluation for organisational learning will contribute strongly to the methodology development. LbD will also be responsible for the final reporting to the CFAs. She will undertake the fieldwork in Guinea.

LbD works from the conviction that learning from experience and managing adaptively are critical processes for moving towards better futures. It engages with organisations to help them develop learning processes that can help them make sense of their worlds, generate practical knowledge and support timely decision making. LbD's focus lies in rural development, rural organisational partnerships, agricultural change, and environmental concerns. Hence its clients are concerned about a fairer and healthier global future. and include global and local NGOs, agricultural and environmental government agencies, multilateral and bilateral aid agencies, universities and training institutes. Recent clients include: RIMISP (Chile), International Agricultural Centre, IIED, IUCN, IFAD, IFOAM, ActionAid, HIVOS, NOVIB, Institute of Social Studies, Wageningen University, the Norwegian Development Network, and the Institute of Development Studies.

Collaboration with clients has encompassed four types of services:

- organisational development: hands on analysis of internal learning systems, participatory development of changes, strategic planning, and organisational evaluations;
- research: undertaking research on sustainability questions and dilemmas, exploring emerging concepts and innovative practices in international/regional rural development and natural resource management initiatives, and providing guidance to the research processes of others;
- publications: developing tailor-made guidelines and training material on learning processes, practices and principles for sustainable development;
- training and teaching: designing and delivering courses on programme evaluation and project monitoring, sustainable NRM management and participatory research and planning methodologies.

4 Published in Howell and Pearce (Eds), Civil Society and Development, Boulder CO, Lynne Rienner.

5.5 In-country researchers

Critical for a successful evaluation process will be the identification of in-country consultants, one per country. The in-country researchers will be identified in the period August -September through the extensive networks of the IAC, IDS, the University of Bradford and Learning by Design. The consultants will be selected on the basis of the following criteria:

- a proven track record in paying attention to gender/ diversity/ identity issues in civil society participation;
- proven good research in the field of civil society;
- experience with learning-oriented evaluation processes;
- facilitation skills;
- proven writing skills;
- good organizers of fieldwork;
- well networked in civil society without being considered too partial to one or the other 'perspective'/respected by different parties (this might be hard to verify ahead of time).

The in-country consultants will contribute to the conceptual input on evaluation methodology, coordination of country context studies and fieldwork, writing up of country studies and in-country review process, and the synthesising workshop plus editing of the final report.

The four partners in the consortium have extensive networks, which would be used to identify skilled in-country researchers.

6 Key outputs

Five types of outputs are envisaged. If the findings prove to be of wider interest and the CFAs deem it useful to supplement the current paucity of documentation on evaluating civil society, the various outputs might form the basis of publications that could reach a wider audience.

1 Short conceptual synthesis papers

These papers will either immediately precede the orientation/methodology workshop or be commissioned immediately subsequently. They will help guide the evaluation team on the critical concepts that underpin the study. Key topics currently anticipated are: consolidation of the IDS framework on participatory governance, citizenship and 'spaces' for the specific purpose of evaluating civil society building; idem for ICPS work on (post) conflict contexts and implications and civil society participation; recent innovations on evaluating civil society participation, advocacy and building; and the implications of public-partnership thinking and equity of market access for CSOs and CSO support.

2 CFA desk studies

Each CFA will be studied (through documentation and interviews) to enable the team to articulate their intervention logic and identify underlying assumptions of social change and the aid relationship vis-à-vis the CSOs being supported. The desk studies will also include the implicit/explicit assumptions in the organisations' intervention logic, the level of financial investment, the types of strategies and partners funded, and the

types of activities/results thus far. If documentation permits, the desk studies will also include an initial reading of the core in-country CSO challenges in Uganda, Sri Lanka, Colombia, Guatemala, and Guinea Conakry.

3 Country-specific studies

Three larger cross-comparative (multi-CFA) reports from Uganda, Sri Lanka, Colombia and two focused (single CFA) cases from Guatemala and Guinea Conakry will be written. These will describe:

- the local CSO environment, relationship with state/private sector, implications of the history of CSOs, current key challenges, how the history of conflict has shaped the capacities and general role of CSOs;
- a sample of the CSOs being funded re the types of work they undertake, types of strategies pursued, processes of engagement with the state/private sector and the CFAs, achievements (outcomes and impacts), and setbacks as compared to contextual challenges;
- the views of citizens on changes brought about (in part) by the CSOs
- a critical assessment of the relevance, effectiveness and strategic clarity of the CFA investment.

4 Synthesis document

The final report will summarise the CFA-specific findings (espoused theory versus theory-in-use, overall relevance, effectiveness and strategic clarity), in-country findings plus any noteworthy differences across the CFAs, and a critical discussion of the overall contribution that CFAs are making to civil society building.

5 Evaluation framework

This study will require the development of an innovative evaluation methodology. The methodology, coupled with the systematic dialogues that will be facilitated in each of the four CFAs, will, we anticipate, provide an interesting basis for ongoing in-house questioning and understanding of civil society building policies and support strategies. Thus the evaluation framework, as used in the study, may prove to be an additional valuable output. No extra time is, however, available to fine tune or edit the framework as part of this evaluation study.

ANNEX 5
Overview of Organisations and Individuals Involved in the Country Studies

Uganda – Civil Society Organisations and People Met

Cordaid	Hivos	Novib	Plan
1 Africa 2000 Network (A2000N)	1 Action for Development (ACFODE)	1 Agency for Cooperation and Research in Development (ACORD)	1 Family Planning Association of Uganda (FPAU)
2 Agency for Cooperation and Research in Development (ACORD)	2 Advocates coalition for development and environment (ACODE)	2 Community Empowerment for Rural Development (CEFORD)	2 Federation of Women Lawyers Uganda (FIDA)
3 Community Development Resource Network (CDRN)	3 Foundation for Human Rights Initiatives (FHRI)	3 Development Network of Indigenous Voluntary Associations (DENIVA)	3 Kampala School Improvement Programme Site
4 EASSI	4 Forum for Women in Democracy (FOWODE)	4 Environmental Alert	4 Plan Uganda Kampala Office
5 Federation of Women Lawyers Uganda (FIDA)	5 Kabarole Research Centre (KRC)	5 Federation of Women Lawyers Uganda (FIDA)	5 The AIDS Support Organisation (TASO)
6 Uganda Joint Christian Council (UJCC)	6 Karambi Action for Life Improvement (KALI)	6 Literacy and Adult Basic Education (LABE)	6 Tororo Area Programme
7 Organisation for Rural Development (ORUDE)	7 National community of women living with Aids in Uganda (NACWOLA)	7 Uganda Land Alliance (ULA)	7 Tororo Area Programme – Atiri Parish
8 Soroti Catholic Diocese Development Organisation (SOCADIDO)	8 Raising Voices	8 Uganda Women's Network (UWONET)	8 Tororo Youth Club
9 Transcultural Psychosocial Organisation (TPO)	9 Sustainable Agriculture Trainers Network (SATNET)		
10 Uganda Debt Network (UDN)	10 Uganda Change Agent Association (UCAA)		
11 Uganda Society for Disabled Children (USDC)	11 Uganda Debt Network (UDN)		
12 Vredeseilanden Coopibo Uganda (VECO)	12 Uganda Media Women's Association (UMWA)		

Organisation	Persons / groups met
Plan Uganda	• Mia Haglund – Program Support Manager • Sempanyi Nakedde – Country Micro-Finance Coordinator • Ellis Onzo – Programme Area Manager
	• Richard Oketch – Country Health Advisor • Kasirye Zakaria – Country Learning Advisor • School Headmistress • 4 teachers • School Parliament – 35 students
	• Augustine Enyipu – Program Coordinator • Musedde Deborah – Senior Health Coordinator
	• 8 Community Development Coordinators
	• Local community members attending Plan awareness raising meeting on child rights • 8 Parish Councillors • Health clinic nurse • 80 members of HIV post-test club
	• Deniel Keane – Country Director • M&E Coordinator
Plan Uganda Partner – FPAU, Tororo Branch	• Jackson Osido – Youth Consellor • 10 members of the youth management group of the Youth Club
LABE	• Director + 8 staff /interns
NACWOLA	• Executive Director
FIDA-Uganda	• Jane Musoke – Executive Director
CDRN	• Mary Adong – Director
ULA	• Rita Achiro – Acting Coordinator
SOCADIDO	• Harriet Atim – Programme Administrator
Soroti District	• Omuge George William, Chief Administrative Officer (CAO)
USDC	• Connie Tinka Kekihembo, Senior Programme Officer, Lobbying and Advocacy • Adepit Loy, Field Coordinator • Daniel, psychiatrist
TPO	• Stephen Wori, Acting Director • Abeda Harriet Beatrice, field office, Soroti
ACORD	• Goerge Omona, Area Programme Manager • Abwola Sande, Technical Advisor for HIV/AIDS • Laker Joyce, Team Leader, Kitgum/Padem
ACFODE	• Winnie Munyarungerero, Director • Catherine Adok Idro, Governance and Human Rights Advocacy Officer • Florence Kasule, Advocacy Officer, Economic Policy • Margaret Mugisa, DEM-GROUP Monitor • Monica, Communications • Rosemary, Education and Capacity Building • Rosalind, Advocacy • Betty, staff member • Helen, member
DENIVA	• Nabunnya Jane, Assistant Executive Secretary, Programmes • Prof J B Kwesiga, Executive Director • Delphine Mugisha, Programme Coordinator, Trade and Agriculture
FHRI	• Linvingstone Swanyana, Executive Director
UDN	• Tumwezebaze Patrick, Finance and Administration Office • Mukotani Rugyendo, Senior Media and Communications Officer
KRC	• Alex Ruhunda, Director • Christopher Busiinge

KALI	• Mwirima James, Director • Nakijjo Haaijj Ah Jingo, Gender Officer
SATNET	• Mutesi Rosette
UJCC	• Rev Grace Kaiso
Key informants from other CSOs	• Godber W. Tumushabe, Executive Director, ACODE (Advocates Coalition for Development and Environment) • Warren Nyamugasira, Director, NGO Forum of Uganda • Yiga Deogratias, Programme Director, African Network for Prevention and Protection Against Child Abuse and Neglect (ANPPCAN)
In-country donors	• USDC field staff • L1 – L3 councillors • health centre staff • children with mental health problems • parents and caregivers
Dutch Embassy	• Mr. Charles Drazu- Advisor Local • Mrs. Catherine Kanabahita Guma Governance – Advisor Gende

Colombia – Civil Society Organisations and People Met

Cordaid	Novib	Plan
1 Centro de Estudios Interdisciplinarios y Asesoría Técnica (CETEC)	1 Acción Andina	1 CECAR
2 Centro de Investigac. y Educ. Popular (CINEP)	2 Asociación Nacional de Recicladores y Asociación de Recicladores de Bogota	2 CIMDER
3 Corporación para la Participación Ciudadana (CONCIUDADANIA)	3 Casa de la Mujer	3 EDUCAR
4 Corporación para el Desarrollo Compromiso	4 Comisión Colombiana de Juristas (CCJ)	4 EDUPAR
5 Fundación para la Asesoría a los Programas de Salud (FUNDAPS)	5 Consejo Regional Indígena del Tolima (CRIT)	5 FAMISALUD
6 Instituto Popular de Capacitación (IPC)	6 Corp. Colectivo de Abogados (CCAJAR)	6 FUNDIMUR
7 Programa por la Paz	7 Corporación Región	7 PACTAR
8 Servicio Jesuita Refugiados – Centro del Valle (SJR-CV)	8 Foro Nacional Por Colombia	8 PLAN Internacional Colombia
9 Teatro Esquina Latina (TEL)	9 Fundación para la Comunicación Popular (FUNCOP)	
	10 Fundación Esperanza	
	11 Fundación Etnollano	

NGO Partners

Partner	Name
NOVIB	
CCAJAR	Soraya Gutiérrez; Reinaldo Villalba; Alirio Uribe; Eduardo Carreño; Yomary Ortegón
Foro Nacional por Colombia	Esperanza González
Casa de la Mujer	Olga Amparo Sánchez; Miryam Pérez; Olga Amparo Sanchez; Liliana Silva; Clara Elena Cardona; Maria Eugenia Sanchez
Corporación REGIÓN	Jorge Bernal; Juan Carlos Posada; Juan Fernando Vélez
CCJ	Carlos Rodríguez
ANR	Darío Castro; Maritza Espinosa; Diana Núñez; Nelly Vargas
CORDAID	
CINEP	Luis Guillermo Guerrero; Martha Cecilia García
IPC	José Girón Sierra; Jesús Balbín; Alexander Reina Otero
CONCIUDADANIA	Alonso Cardona; Beatriz Montoya
SJR –Centro del Valle	Margarita Palacios; Robinson Forero; Juan Carlos Muñoz
TEL	Orlando Cajamarca
COMPROMISO	Jorge Castellanos; Nelly Sofía Ardila
CONCIUDADANÍA	Alonso Cardona; Beatriz Montoya; Nubia Stella Garcés; Gloria Amparo; Julia Beatriz Benjamín
PLAN	
FUNDIMUR	Mary Luz Pérez; Blanca Torres; Ruth Rodríguez; Hilda Castellanos
EDUPAR	Daniel Campo; Luis Alberto Mosquera; ombar Higuita; Amparo Ábrego
CIMDER	Bertha Luz Pineda

CBOs

Partner	CBO	Name
CORDAID		
IPC	Aso.de Mujeres de las Independencias y Grupo de Mujeres de Confecciones Comuna 13	Marlén Yépez, Neyda Girón, Rosa Sepúlveda, Inés Jiménez, Morelia Monroy, María Elena Montaño, María Vélez, Stella Hoyos, Edilma Quintero
	Realizadores de Sueños	Marco Tulio
	Grupos de Comuna 4 (Plan de Desarrollo Comunal)	Luz Stella, Nancy Restrepo, Augusto Rivera, Esteban Gómez, John Jairo Pérez, William Zapata, Clara Liliana Suárez, Edilma Gaviria, Rodrigo Castaño
CONCIUDADANÍA	AMOR –Guarne	Clara Ester Marín
	AMOR –Guatapé	Teresa Franco
	AMOR –Santuario	Azucena Zuluaga
	AMOR – La Ceja	Patricia López
	AMOR – Peñol	Noemí Quintero
	AMOR – San Vicente	Gloria Inés Quintero
	AMOR – Cocorná	Teresa Quintero
	AMOR – Marinilla	Maria Stella González
	AMOR – Sonsón	Gloria Serna
	AMOR – Marinilla	Teresa Marín Díaz
	AMOR –Alejandría	Edith González
	AMOR – Guatapé	Doris Elena Rincón
SJR	Grupo de Población Desplazada Reubicada	María Ligia y su hija
		Amparo, Teresa, Albeiro
PLAN		
EDUPAR	FUNVICON –Jamundí	Nelly Mina; Emilson; Maria Dolly; Digna María
	FUNDAVIDA –Suárez	José Albeiro Carabalí; Flor González
	ASPROCOM –Padilla	Rubi Lucumí; Bernardo Lucumí
	ASOVIME –Buenos Aires	Amalfi León; Adelia Candelo; Nimia Abonas; María Olga Pombo
FUNDIMUR	La Gallera	Luis (Capitán Cabildo Indígena); Eudis Pacheco; Arnoldo Paternina; Inelsy Ayola; Jimena Pineda; Andrés González; Lilia Pineda; Mayerli Royero; Gina Zeballos; Dagoberto Mejía; Loymar Herrera; Leyda Paternina; Deyanira Jiménez; Olga Ángel
NOVIB		
Asoc. Nac. de Recicladores	Asociación de Recicladores de Bogotá – ARB	Silvio Ruiz –Gerente Consorcio; Nora Padilla –Directora ARB; Miryam Herrera – Promotora ARB; Ana Isabel Barroso –Promotora ARB; Luis Jaime Salgar –Asesor jurídico ARB; Amilcar Valencia – Asesor técnico ARB; Franklin Combariza –Asesor social ARB; Alfonso Hidalgo –Gerente de Consultoría

Workshop Bogotá

Partners	Name
PLAN	
CECAR	Mayerlis Colón
Plan -Bogotá	Rosario del Río; Teresa Castaño; Martha González
CORDAID	
COMPROMISO	Jorge Castellanos; Nelly Sofía Ardila
CONCIUDADANIA	Beatriz Montoya
Programa por la Paz	P. Horacio Arango; Andrés Acosta
IPC	José Girón; Jesús Balbín
CINEP	Luis Guillermo Guerrero; Martha García
NOVIB	
Foro por Colombia	Esperanza González; Asdrúbal Romero
ANR	Silvio Ruiz; Darío Castro
Casa de la mujer	Olga Amparo Sánchez; Clara Elena Cardona
Acción Andina	Ricardo Vargas
Comisión Colombiana de Juristas	Carlos Rodríguez
Fundación Esperanza	Oscar Gómez; Victoria Eugenia Giraldo
ETNOLLANO	Xochitl Herrera; Miguel Loboguerrero
CRIT	Edgar Londoño

Interviews with Key People

Place	Name
Sincelejo	Alfonso Henríquez, Monseñor Nel Beltrán (Bishop), Clara Inés Romero
Medellín	Gonzalo Murillo (ISA), Alonso Salazar (Secretario de Gobierno)
Buga	Alfredo Ferro
Cali	Ana Milena Lemus, Diana Arboleda, Marcela Restrepo
Bogotá	Carlos Vicente de Roux (Councilor)

Workshop Cali

Partners	Name
PLAN	
CIMDER	Bertha Luz Pineda; Abelardo Jiménez
FAMISALUD	María Fernanda Gil; Germán Vivas; Ricardo Gallego
EDUPAR	Luis Alberto Mosquera; Daniel Campo
CORDAID	
CETEC	Alberto Rodríguez; Gloria Patricia Lema
TEL	Orlando Cajamarca; Luz Nohemi Ocampo
FUNDAPS	Olga Isabel Arboleda; Sandra Torres
NOVIB	
FUNCOP	Ana Zuly Perlaza; Bella Maria Caluzen

Sri Lanka – Civil Society Organisations and People Met

Cordaid	Hivos
1 Centre for Performing Arts	1 The Butterfly Peace Garden (BPG)
2 Centre for Social Concern (CSC)	2 Centre for Women's Research (CENWOR)
3 Centre for Society and Religion (CSR)	3 Community Development Foundation (CDF)
4 Community Education Centre (CEC)	4 Institute of Social Development (ISD)
5 Community Trust Fund (CTF)	5 Kantha Shakthi Organisation
6 Consortium of Humanitarian Agencies (CHA)	6 Muslim Women's Research and Action Forum (MWRAF)
7 Foundation for Co-Existence (FCE)	7 National Fisheries Solidarity (NAFSO)
8 Home for Human Rights (HHR)	8 Rural Women's Front (RWF)
9 International Working Group on Sri Lanka (IWG)	9 Savisthri Women for Development Alternatives (SWDA)
10 Leo Marga Ashram (LMA)	10 Suriya Women's Development Centre (SWDC)
11 National Anti-War Front (NAWF)	11 Thothenna Centre for Children and Youth Development (TCCYD)
12 Plantation Rural Education and Development Organisation (PREDO)	12 Women's Development Centre
13 Plantation Social Sector Forum (PSSF)	13 World University Service of Canada (WUSC)
14 Refugee Care Netherlands-Sri Lanka (ZOA)	
15 Resources for Peace and Reconciliation (RPR)	
16 Sisters of the Holy Cross	
17 Social Economic Training Institute (SETIK)	
18 Trincomalee District Development Association (TDDA)	
19 United Welfare Organisation (UNIWELO)	
20 Women's Education and Research Centre(WERC)	

Participants List Workshop Batticaloa (Focus – 18th March 2005)

Organisation	Name
Community Development Foundation (CDF)	T.Sribalu, G.Sumathy, M.Komathy, M.Ariyanayagam
Home for Human Rights	I.F.Xavier, N.Sivanandarajah
Suriya Women's Development Centre	S.Renuka
The Butterfly Peace Garden	R.T.Kamalanathan, T.Saradadevi

Participants List – Workshop Kandy (Hotel Hill Top – 22nd March 2005)

Organisation	Name
SETIK	Mr Upali Sumith Dharmakeerthi, Mr N Clarence Gregory, Mr Senerath, Fr. Sigamoney
UNIWELO	Mr S Murugaiayh, M A Mirthraj
ISD	Mr Nihal Hettiarachchi, Mr K Yogeshwaran
Plantation Civil Forum	Mr O A Ramiah
WDC- Kandy	Ms P Stephen, Mr W.L.D.Chandratileke, Ms Dammika Perera, Ms V P Shiyamalar
PREDO	Mr Michael, Mr S.K. Chandrasegarn
CSC Hatton	Mr S.J.Benny

Participants List – Workshop Colombo (Sri Lanka Foundation Institute 24th March 2005)

Organisation	Name
CEC	Ms H.M. Dayawathie, Ms W Rose Fernando
WERC	Ms Marini De Livera, Ms Beradeen Silva
Kantha Shakthi	Ms Rohini Weerasinghe
NAWF	Ms Dulcy De Silva, Ms V L Pereira
WUSC	Ms Mary White
CSR	Fr. Anselm Silva, Fr.Tissa Balasooriya, Mr Newton Fernando
RWF	Ms Sriyani Pathirana, Ms Indika Sajeevani
CENWOR	Ms Leelangi Wanasundere
NAFSO	Mr U Gunatileke, Mr E.G.Rosario
SAVISTHRI	Ms Padma Pushpakanthi
Thothanne	Mr Saman Karaliyadde, Mr Sydney Marcus Dias
MWRAF	Ms Z Ismail

Participants List Workshop Anuradhpua (Ceybank – 28th March 2005)

Organisation	Name
ZOA	Parathaban Francis, Raga Alphonsus
HP&D Cordaid	Lut Barrez, Sr. Florina
TDDA	K. Suvendram, S. Laksmana
Resources for Peace and Reconciliation	S.S. Naynj, James Arputharaj
CTF	M.A. Saleem, A.P. Anpuraj, F.A. Roche

Interviews Anti War Front

Sector	Name
Youth/Fisheries	Ms Doreen Kotuwila
Student	Ms Kumudini Ranaweera
Women	Ms Damayanthi Muthu, Ms Dulcy De Silva
Plantation	Mr. S Sundaralingam, Mr Wasantha Pushapakumara, Mr. B Bernard Perera

Participants List – Workshop Hatton

Organisation	Name
PREDO/UPACT/PSSF	S.K.Chandrasegaram, Michael Joachim
UNIWELO	M.Amirtharaj
ESC/PSSF	S.Isace
NGO FORUM	IK.Chandramathi
ISD	P.Muthulingam
CPWA-RT	S.Murugaiah
UPACT	A.Ramiah

Interviews in Colombo 13-4-2005

Organisation	Name
CHA	Minna Thaheer
LMA	Fr. Guy de Fontgalland

Guatemala – Civil Society Organisations and People Met

Hivos

1 Asociación Caja Lúdica
2 Asociación Civil La Cuerda
3 Asociación Mujer Vamos Adelante (AMVA)
4 Asociación de Salud Integral (ASI)
5 Centro de Acción Legal, Ambiental y Social de Guatemala (CALAS)
6 Centro de Acción Legal en Derechos Humanos (CALDH)
7 Coordinadora Nacional Indígena y Campesina (CONIC)
8 Coordinadora Nacional de Organizaciones Campesinas (CNOC)
9 Comision Negociadora de Mujeres Rurales (later known as 'Alianza de Mujeres Rurales')
10 Gente Positiva
11 Incidencia Democratica
12 Lesbiradas
13 Madre Selva
14 Mujeres Maya Kaq'la
15 Organización de Apoyo a una Sexualidad Integral frente al SIDA (Oasis)
16 Sector de Mujeres

CFA Interviews and External Informants

1 Eric Nijland, Director Regional, Hivos Regional, Oficina en Centro América
2 Susana Rochna-Ramírez, Oficial de Programmas, Hivos Regional, Oficina en Centro América
3 Pilar del Barrio, Coordinadora, Consejería en Proyectos
4 Myra Muralles, Oficial de Programmeas/Especialista en Género, Oxfam, Gran Bretaña
5 Luis Felipe Linares, Secretario General, Sociólogo, Investigador, Asociación de Investigación y Estudios Sociales
6 Iván Buitron, Ex Oficial de Programmea de Hivos en Guatemala, Actual gerente de Arte Nativo
7 Edelberto Torres Rivas, Sociólogo, Consultor, Catedrático Maestrías, Pnud y Flacso Guatemala
8 Pedro Trujillo, Decano de la Facultad de Ciencias Políticas, Universidad Francisco Marroquín
9 Ella de Voogd, Especialista en Gobiernos Locales y Género, Embajada de Holanda en Guatemala
10 Julieta Hernández, Consultora Local Actual, Hivos Guatemala
11 Manuel Rivera, Catedrático y Jefe del Departamento de Sociología , Universidad San Carlos de Guatemala

OASIS

Institutional Interviews
Jorge López, Director Ejecutivo; Luis Zapeta, Director de Informática; Amarilis Barrios, Jefa de Finanzas

Focus Group with Beneficiaries
Alex Roma; Claudia Rosales; Claudia Yax; Cristian Hernández; Evelin Morales; Hugo Rosales; Luis Villatoro; Francisco Morales; Vinicio Alvarado

Mujeres Maya Kaq'la

Institutional Interviews
Patrocinia Acán. Directora General; Flor Alvarez Medrano. Coordinadora de Formación; María Angela Peréz Rosales. Administradora; Marta Miza Perén. Encargada de Incidencia; Board of Directors and active members of Mujeres Maya Kaq'la

Focus Group with Beneficiaries
Adela Delgado Pop; Angélica Marina López; Carmen Alvarez; Flor Alvarez; Florinda Yux Tui; María Eugenia Cum; María Angela Cum; Marta Miza Perez; Miriam Salanic; Patricia Chic; Yolanda Avila

CONIC

Institutional Interviews
Herlinda Eaxjal Méndez (Formación); Justo Mendoza (Maya Q'eqchí/Coordinador de relaciones y comunicación); Marta Cecilia Ventura (Coordinadora Programmea de la Mujer); Luisa Xinico Yus (SubTesorera); Carolina Yaxcal Choco (Maya Q'eqchi'/ SubCoordinadora Programmea de la Mujer); Rigoberto Monteros Ordoñez (Primer Vocal/ Coordinador Programmea legal); Pedro Esquina Tziná (Coordinador General); Rafael Darío Chanchavac (Sub Coordinador General); Rodolfo Pocop (Programmea Cultura Maya)

Focus Group with Beneficiaries
Damián Vail Alonzo. Retauleu; Erika Guadalupe López. Tucurú, Alta Verapaz; Hermencia Mata Sales. Huehuetenango; Irma Guadalupe López. Retauleu; Juan Tzib. Tucurú, Alta Verapaz; Juan López Sales. Génova, Quetzaltenango; Juventina López. Cajolá, Retauleu; Marciana Méndez Méndez. Champerico, Retauleu; Margarita Yojoom. San Juan La Laguna, Sololá; Maximiliano García. San Rafael Petzá, Huehutenango; Manuel Isaías Pérez. Retauleu; Raúl Junac. Génova, Quetzaltenango; Rosa Barreno. San Jorge La Laguna, Sololá; Finca Nueva Cajolá, Champerico, Retalhuleu to meet and hear testimonies from community representatives/families from 10 different fincas throughout the region who are accompanied, supported by CONIC in different stages of recovering indigenous lands; Messrs. Rafael Darío Chanchavac and Juan Tiney, Founders and Board Members of CONIC; Meeting with 200+ community members

CALDH

Institutional Interviews
Edda Gaviola. Directora Ejecutiva; Christina Laur. SubDirectora Técnica; Héctor Molinero. Sub-Coordinación Asociación para la Justicia y Reconciliación AJR; Linda Romero. Sub-Coordinación Mujeres.

Focus Group with Beneficiaries
Ana Miriam Perez. Coordinadora Asociación Mujeres SanPedranas de San Pedro Sacatepequez, Guatemala; Ana María Top. Integrante del Grupo Integral de Mujeres Sanjuaneras. San Juan Sacatepequez, Guatemala; Antonio Caba Caba. Tesorero AJR en Ilom, Chajul, Quiché; Eduardo Cruz Cruz. Presidente de la Asociación de Discapacitados Civiles del Norte del Quiché, Nebaj, Quiché; Elmy Dominga Hernández. Red de Mujeres de San Juan La Laguna. Sololá; Juan Manuel Jerónimo. Presidente AJR y Representante de Plan de Sánchez, Rabinal, Baja Verapaz; Juan A. Yotz Méndez. Red de Jóvenes del Observatorio de los Derechos Humanos de Sololá; Lidia Gamboa. Grupo de Mujeres de Amatitlán; Marcial Martín. Secretario AJR. San Martín Jilotepeque, Chimaltenango;

Magda Argueta De León. Formadora de Grupos de Mujeres.Chimaltenango; María Mendoza. Integrante de la Escuela de Liderezas de la Máquila. Ciudad; Oscar Ronaldo Ramos. Red de Jóvenes de Sololá; Regional representatives of select women´s groups supported by CALDH from Amatitlan, Chimaltenango and San Juan Sacatepequez; Regional representatives of the Youth Observatory

Madre Selva

Institutional Interviews
Carlos Salvatierra. Coordinador Interino; Oscar Conde. Coordinador de Cultura Ecológica y Radio; Isabel Cuxe. Secretaría; Gerardo Paíz. Activista; Estuardo Mendoza. Asistente de Campañas; Astrid López. Administración y Finanzas; José Manuel Chacón. Políticas Públicas y temas de minería e hidroeléctricas; Magalí Rey Rosa, Founder and Director, Colectivo Madre Selva

Focus Group with Beneficiaries
Aurelio Gallardo. Presidente del Comité de Desarrollo y Comité de Agua Zacapa; Daniel Paz. Asociación de Desarrollo Sostenible de Río Hondo, Zacapa; Deyma Cano. Cámara de Chicaman, Quiché; Eloyda Medía. Asociación Amigos del Lago Izabal. El Estor, Izabal; Joaquín Patzan. Tecpán, Chimaltenango; Juan Carlos Díaz. Cámara de Chicaman, Quiché; Lorenzo Reyes López. Comundich, Chiquimula; Mauricio Marín. Asociación de Desarrollo Sostenible de Río Hondo, Zacapa; Rodimiro Lantan. Comundich, Ciudad

Gender Thematic Workshop, 2 March 2005
1. Ana María G. Alianza de Mujeres Rurales y Asociación MadreTierra; 2. María Victoria Olmos. Alianza de Mujeres Rurales y Asociación MadreTierra; 3. Eulalia Silvestre. Alianza de Mujeres Rurales y Alianza por la Vida, Tierra y Dignidad; 4. Raquel Ramos. Alianza de Mujeres por la Vida, Tierra y Dignidad; 5. Gladis Rossana Santos. Asociación de Salud Integral, Proyecto La Sala; 6. Saira Carina Ortega. Asociación de Salud Integral, Proyecto La Sala; 7. Delfina Quiej. Asociación Mujer Vamos Adelante (AMVA). Animadora Legal; 8. Mercedes Asturias. Fundadora y Vicepresidenta de Junta Directiva AMVA; 9. Mirna Oliva. La Cuerda, Secretaria de Junta Directiva; 10. Claudia Acevedo. Lesbiradas, Coordinadora; 11. Rosa Gallardo. Lesbiradas, Activista; 12. Delfina García. Sector de Mujeres, representando a la Asociación de Mujeres Ixquiel; 13. Lourdes Nuñez. Sector de Mujeres, Administración; 14. Sandra Morán. Sector de Mujeres, Coordinadora; 15. Yolanda Gudiel. Sector de Mujeres, Representante de Jalapa

Human Rights Thematic Workshop, 10 March 2005

1 Caja Lúdica: Doryan Bedolla. Director
2 CNOC: Basilio Sánchez. Retauleu; Santos Natalio Chic Us. Quiché; Felipe Méndez Mejía. Jutiapa
3 Gente Positiva: Carlos Serrano. Director; José Jiménez. Coordinador de Capacitación; Lilian Pérez. Psicóloga
4 Incidencia Democrática: Enrique Alvárez. Director Ejecutivo; Javier De León. Analista Social; Silvia Orozco. Asistente

Guinea – Civil Society Organisations and People Met

Organisations Met/in Workshops

1 AACG
2 AATSCG
3 AE
4 APAG
5 CCPP
6 FEFAG
7 FPR
8 GPS
9 GTZ/AAGF
10 IRC
11 Médecins Sans Frontières
12 Orange Bleue
13 Plan Kissidougou, Macenta, N'zerekore
14 Radio Rurale de N'zerekore
15 REFMAP(Guéckédou)
16 USAID (Education coordinator)
17 West Ingénierie

CRD DE BALIZIA (Préfecture de Macenta)
Kolignan Soropogui
Dominique Sakovogui
Nana Koivogui
Lambert Tonguino
Baba Doumbouya
Donoboye Béavogui
Sogom Guilavogui
Balla Moussa Camara
Kémo Camara
Ibrahima Camara
Sékou Camara
N'Faly Cissé
Marie Béavogui
Sayon Keita

CRD de Panziazou (Préfecture de Macenta)
Ouo Ouo Koivogui
Zézé Onivogui
Eézé Soumanigui
Sagno Béavogui
Angnès Sovogui
David
Pépé Guilavogui
Paul Akoï Guilavogui
Akoï Zoumanigui
Géao Onivogui
Kpézé Guilavogui
Mamadou Aliou SOW
Koli Mallé Guilavogui
Koma Bavogui
Ema Béavogui
Koloko Onovogui
Sekou Bayo
Sidiki Dounoh
Elie Dobo Onivogui
Catherine Guilavogui
Marcel Guilavogui
Satta Dounoh
Issa Dounoh
Zina Bavogui
Djama Onivogui
Mamady Sanoh
Enema Bavogui
Gaou Zoumanigui
Ibrahima Sano
Dobo Bavogui
Sekou Kourouma, Imam
Gallaba Bolivogui
Sény Camara
Gaou Koivogui
Siba Bilivogui
Koly Guilavogui

CRD de PANZIAZOU (Préfecture de Macenta)
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Koli Mallé Guilavogui
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Solange Chérif
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Dominique Sakovogui
Nana Koivogui
Gallaba Bolivogui
Sény Camara
Gaou Koivogui

ATELIER DE GUECKEDOU
Kamano Sia Mariama
Sia Bassira Boundouno
Ibrahima Cissé
Oumar Doumbouya
Lazare Kamano
Boubacar Boulliwel Diallo
Alexis Tounkara
Michel Koundouno
M'Bemba Mounkéno
Faya Antoine Kamano
Fara Bernard Kamano
Dominique Oliano
Manou Diallo
Jacques Yombouno
Tamba Joachim Bongono
Saa Sékou Bongono
Archimède Tamba Kassamane
Patrice Tonguino
Tolno Koumba Katty
Michel Kantambadouno
Millimono Sisiba
Time Grammens
Sia Bissira Boudouno
El Hadj Emanuel Kamano
Faya Antoine Millimono
Faya N Kolon Milimono
Jwanga Fendouno
Ady Camara
Sékou Dieng
Faya Koundouno
Tamba Kie Millimono
Koumba Sire Kadouno
Alpha Mamadou Condé
Fatoumata Binto Diallo
Marie Telliano Diallo
Marie Simone Tolno
Aïssatou Koumbadouno
Marie Madeleine Millimono
Sogbè Sssonadouno
Yawa Mamé Millimouno
Sia Mariame Kamano
Monique Guilavogui
Nassou Diabaté
Falla Camara
Koumba Malla Léno
Madeleine Tolno
Madame Koumba Victorine Koundouno
Fabely
Bernard Yola Kamano
Bakary Léno
Sekou Koundouno
Sekou KEITA
Michel Koundouno
Samoa Ifono
Sia Yvonne Millimono
Saran Keita
Kesseny Camara
Bernadette Sita Kamano
Koumba Kadiatou Koundouno

KISSIDOUGOU
Faya Berthémy Tonguino
Tamba Banda Millimono
Eloi Milimouno
Hawa Camille Camara
Sitan Cissé
Saa Jean Tolno
Mamadou Billo Barry
Saa Gabriel Kamano
Abdoulaye Souaré
Mohamed Bah
M. Barry

CRD de TEMESSADOU (Préfecture de Guéckédou)
Joachim Kamano
Julien Tenguiano
Idrissa Koundouno
Tamba Kamano
Moussa Diawara
Raphaël
Saa Noel Togbodouno

Tamba Sandouno
Faya Pascal Kamano
Michel Kantambadouno
Zénine Togbodouno
Koumba Cécile Kotembedouno
Emmanuel Tesmessadouno
Saa Eloi Kotembèdouno
Eugénie Togbobodouno
Sia Jeanne Tolno
Fila Bintou Tolno
Sia Anna
Amadou
Koumba Sessi Kotembedouno
Sallo Foula
Moussa Tembedouno
Dr Tamba Kotambedouno
Apollinaire Togbodouno
André Fara Yombouno
Marceline Finda Kamano
Amara Mara
Marc Kotembèdouno
Tamba Raphaël Kotembèdouno
Théophile Saa Tolno
Rosaline Millimono

ATELIER MACENTA
Gatta DORE
Pema Jonas Béavogui
Moise Koivogui
Ibrahima Traoré
Pierre Haba
Koya Camara
Siba Bilivogui
Abdourahamane Baldé
Bintou Camara
Mohamed Lamine Soumah
Pépé Pascal Haba
Christophe Millimono
Lamine Guilavogui
Maou Onivogui
Mama Sovogui
Diarra Donzo
Dominique Sakouvogui
Margueritte Guilavogui
Tamba Koty Bongono
Dr Mamadou Camara
Jacques Koivogui
Dr Michel Biavogui
Siba Bilavogui
Jean Paul
Pépé Guilavogui
Joseph Gbaka Sandouno
Pépé Michel
Paul Akoï Guilavogui
Akoï Zoumanigui
Géao Onivogui

CRD DE KOUNDOU (Préfecture de Guéckédou)
Tolno Tamba Fabert
Sawadouno Cyper
Temessadou Pascal
Lambert Millimon
Tamba Josep Koundouno

ANNEX 6

Documentation Consulted

Documents produced for the CSP Thematic Evaluation

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- Gaventa, J. 2005. Reflections on the Uses of the 'Power Cube' Approach for Analyzing the Spaces, Places and Dynamics Of Civil Society Participation and Engagement. Draft.
- Gish, D., Z. Navarro, J. Pearce and J. Pettit. Guatemala Country Report. Report on the Programme Evaluation 'Assessing Civil Society Participation as supported In-Country by Cordaid, Hivos, Novib, and Plan Netherlands'.
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- Cordaid Strategie 2003-2006
- Ruijter, José. 2003. Access to Markets Policy Paper 2003-2006. Cordaid, The Hague
- Rutten, Rens. 2003. Health and Care Policy Paper 2003-2006. Cordaid, The Hague
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Uganda

- Africa Policy Document 2003-2006
- Annual Report 2003 and Annual Plan 2004
- AtM Policy Paper for Uganda
- Health Sector Plan, Capacity Building, Mid-Term Review 2001-2004
- Summary results CBHC evaluation 2002 (Tanzania/Uganda)
- Health Sector Capacity Plan II, 2005-08 (with partners)
- Consultative Meeting for Cordaid Partners Involved In Care Of Vulnerable People (August 2003)
- Considerations (programme review document)
- Follow Up (programme monitoring document)
- Evaluation Reports (1)
- *CSO Documents in Uganda*: Proposals, Strategic Plans; Work Plans, Logical Frameworks; Annual Reports (CSO or Programme); Annual Financial Reports; CSO Publications

Sri Lanka

- Project organisation descriptions
- Cordaid 2002. Sri Lanka Thematic Country Policy Paper 2002-2006. 'Aid for Peace'. Conflict management: Relief, Rehabilitation and Peace
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- Cordaid. 2003. Plan Cordaid Asia Department Peace & Conflict Programme Sri Lanka 2003

Colombia

- Project organisation descriptions

Documents related to Hivos

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Uganda

- Regional Strategy
- Year plans
- Annual reports
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- An Independent Review Of The Eastern African Sub-Regional Initiative For The Advancement Of Women
- FHRI Evaluation

Guatemala

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ANNEX 7

Methodology – the Doorn Material, November 2004

A Contents for CFA Desk Studies

This is based on the list of questions from the initial desk study outline, the CFA-CSO question set produced in Doorn, and further ideas discussed by Hettie, Jim and Irene.

Background

1 Basic Facts
   - Year established
   - Level of funding – 1999, 2000, 2001, 2002, 2003 and 2004
   - Recent strategic or organizational shifts
   - Staffing levels and location (decentralized or not)
   - Location of work
2 Focus of work (themes, rights, sectors, etc)
3 Ways of working

Background on CSP Thinking

How do the CFAs perceive their identity, role and purpose in relation to CSP?

4 How does the CFA define core terms, CS, CSO, CSB, CSP? Does it differentiate between CSB and CSP?
5 What is the CFA's view of the role of CSOs *and* its view of funding CSO work? What, in theory, does it say is the connection between CSP/CSB and development?
6 What is its vision (and/or mission) with respect to CSOs, CSP and CSB? How does it use these notions in programme design – where is the notion of CSP embedded in its organizational logic (theme/sector/etc)?
7 How do they, if at all, cater for the influence of conflict and peace-building in what they fund and how they fund it?

Policy Analysis

The CFA policy analysis will be used to check how well it aligns with the portfolio. What is the coherence with the stated policy and the types of spaces and places and power relations that the CFAs are funding?

8 What types of policies that are relevant for CSP/CSB exist?
9 What is the history of development of the policies? What core shifts and developments can be discerned?
10 Per country, how was the CFAs country strategy developed (especially in reference to CSP and the issues/themes in which CSP work is being done) and who contributed to this?
11 What are *currently* the main elements of the policy that relate to CSP activities and thinking?
12 How does the CFA think it can implement CSP/CSB work? (the operational strategy)
13 What process(es) does it have to develop and implement its policy?

14 Given the policies and strategies, what kind of portfolio would you expect to see? What would be the core characteristics (relate this to our 'list of CSP changes')?

Portfolio Analysis

Portfolio analysis will happen at three levels:

A general scan per country (of all CSOs funded)
B those identified as central to the CSP theme (ranked 1 and possibly some ranked 2 by CFAs)
C those studied in detail (a limited number of case studies).

Basic Data per CSO: CSO Name; Where active (geographically); Partner since; Partner Brief Description (type of organization, citizens reached, scope of work); Period of funding (from 1999 – ...); Total funding 1999-2004 (indicative % of CSP activities – where possible); What year it stopped being funded; More detailed money allocation and expenditure on CSP; CFA (sector and programme area, also how fits in CFP themes); Level of Portfolio Assessment; Ranking by CFA (1, 2, 3); CSP Activities; CSP Highlights; Emerging Issues

Partners – the CSOs being supported

15 Initial observations on the analytical frame of the spaces and places
- What kind of 'spaces' and 'places' do they mainly seem to be funding?
- Any contradictions, dilemmas, surprises, gaps?

16 Form of CFA support to partners
- How does it select partners? (criteria, process and actual practice)
- How does it support partners?
- Type of support, is it thematic focus, per project within an organization, general organizational support, geographic, etc?
- What are the terms of engagement between CFA and partners, especially the expectations regarding results?

17 What is the political and analytical capacity of the CFA that allows it to make choices about partners and issues, and who is informing this analysis? (Whose knowledge counts?)

B Contextual Analysis – a Focused Synthesis Study

In order to be able to fully appreciate the extent to which observed forms and depths of civil society participation are strategically appropriate and the best that can be expected given local conditions, a thorough understanding of the local context is required. As much information exists on various aspects of the CSP topic, the contextual analysis is principally intended to comprise of a focused synthesis of this material. The focus of the contextual analysis relates to the core conceptual elements of the CSP evaluation. Relating the analysis to observations of partner activities, will enable a sound, coherent and inclusive analysis of the diversity of manifestations of 'civil society participation'.

A *To identify and understand the factors that facilitate or debilitate civil society building and civil society participation.*

A1 What is the economic, political, social, cultural situation for the marginalised in the country, in terms of stability, crisis, (armed) conflict , post war, organised crime, discrimination, political system etc.
A2 What is the role of the state and government institutions in relation to civil society: rule of law, representation and democracy, policy development, militarisation of the state, decentralisation, freedom of expression? What is the role of politics and partisan politics? What is the role of representation and legitimacy?
A3 What is the level of respect for human rights, tolerance, discrimination (gender, race, ethnicity, sexuality, class, religion, regional)? Are there functional institutions in this area?
A4 What are the mechanisms or reasons of exclusion or marginalisation and who, therefore, are the poor and the marginalised?
A5 What, in brief, is the evolution of civil society in the country?

B *To enable the evaluation team to evaluate the relevance and effectiveness of the role and the contributions that partner organisations of the CFAs are making in this context through their CSO partnerships.*

B1 What are the decision-making spaces that are open/ closed to citizens, civil society organisations/ movements: participatory practices, democratic processes, structures, levels, sectors, themes? To which citizens are these open or closed?
B2 What is the status of civil society: types of organisations, interests represented, themes, of whom, etc?
B3 What is the level of external funding and the level of dependency on external funding of the CSOs? Where does the external funding come from, which and whose interests are embedded in this funding?
B4 What are the approaches and methods used by CSOs to promote CSP: e.g. dialogue, projects, demonstrations, public information, representation, research, violent-non-violent? Who is reached by these approaches, who not?
B5 What is the relation between CSOs and the market/private sector?
B6 How are CSOs contributing to citizenship strengthening?
B7 How does (armed) conflict and violence affect organisations, composition, operation, decisions, associations, and willingness to work with government?
B8 What is the role of politics and partisan politics? What is the role of representation and legitimacy?

C *To be able to recognise whether, through their choice of particular partner organisations, the CFAs are favouring a particular type, sector, theme, or level of civil society participation, and the extent to which this is justified.*

C1 Which donors are also funding the same CSOs as the Dutch CFAs?
C2 To what extent/ level does downward accountability exist in CSOs and movements in this particular country?

C Questions to Understand the Aid Nexus (Relationship with Partners)

1 CFA identity and role

Task: Seek to add other perspectives to the desk study findings on how each CFA sees itself in relation to the CSP theme.

a How do the CFAs perceive their identity, role and purpose in relation to CSP?
b How was the CFAs country strategy developed (especially in reference to CSP and the issues/themes in which CSP work is being done) and who contributed to this?
c What is the political and analytical capacity of the CFA that allows them to make choices about partners and issues, and who is informing this analysis?
d What are the criteria, process and actual practice used by CFAs to select partners?

2 CSO identity and role

Task: Seek to develop a broad and general picture and a typology of all the partner CSOs in a given country, and from that select a few CSOs for deeper case studies.

a How do the CSOs perceive their identity, role and purpose in relation to CSP? How do others see this?
b What is the CSOs understanding of the meaning of CSP, and what strategically is it trying to achieve? How do they see power?
c What does the CSO see as its main achievements in relation to CSP?
d How has the CSOs relationship with the state changed over time?

3 CFA-CSO relationships

Task: Seek to develop a broad and general picture and a typology of all the partner CSOs in a given country, and from that select a few CSOs for deeper case studies.

a What types of relationship exist between the CFA and CSOs? How have these changed over time? Is there a typology of relationships?
b How do CSOs see donor strategies and compare these with other donors (and over time?)
c How did the CSO obtain support or get selected by the CFA, broadly speaking, but specifically in relation to CSP?
d How has the relationship changed over time in terms of knowledge, strategies and initiative by the two partners?
e How is this relationship situated within the wider strategies and purpose of the CSO? What is the CSOs wider relationship with other actors in the donor community?
f How do the CSOs associational relationships (membership, constituencies and links to networks and CBOs, etc) vary in relation to different donors?

4 Questions for CFA Country Portfolio

Task: To build an overall picture of the collective 'set' of CSOs supported in terms of the contextual needs, challenges and limitations.

0 What types of CSP activities and organisations are being supported in which spaces?
1 Is there a rational or justification for this particular set, in relation to the country context?
2 To what extent has there been an attempt to focus work in particular areas given the country context of CSP?

3 In what ways have power, security, values and learning been taken into account in development of the portfolio (in partner selection and guidelines for activities)?
4 How relevant are the activities and organisations supported, given security, power and the nature of the state?
5 Are CFAs trying to support a potentially incompatible set of activities either individually or collectively? (What are the internal contradictions?)
6 To what extent should the CFAs be trying to influence the distribution of their portfolio to work within or across particular spaces or conditions?
7 How conscious are the CSOs about their (theory of change) in CSP and are the CFAs working with their partners on this – or should they be?
8 To what extent is the CFA-supported CSP for a country based on an understanding of the context?

D Questions relating to the dimensions of the power cube

Note: Referring back to the power cube, we want to think of each dimension of the cube more as a continuum, not as something that is as precise and fixed as implied in the cube presentation. We can think of a series of question around each theme – *spaces*, *places* and types of *decision making power*. We can also ask questions related to what goes on inside the 'spaces' in the cube – which *actors* enter them, with what *knowledge* and *values?* Finally, if could easily imagine the cube as a 'violence' cube as well, thinking of violence rather than power as a key dimension. This might give us another snapshot into what shapes and fills spaces of participation. Using both 'shapshots', and mentally overlaying them, we could perhaps develop better understanding of how power and violence interact, and how participation can be used to challenge visible, hidden and internalized forms of violence as well as power.

These questions are the type that might be used with CSOs and their partners to understand better the 'situated practice' of participation. Abstract words like 'spaces', 'hidden' and 'invisible' forms of power are to be avoided in the questioning.

- *General open ended*. What issues are you engaging with and how? In your work on these issues (e.g. human rights, governance, gender, etc.),what strategies do you use to help strengthen participation? How does civil society figure in the decision-making of these strategies? How do you see your work helping to strengthen the participation of poor and marginalized people in decisions that affect their lives?

- *Places*
  - What levels of power or decision making is your work trying to affect? E.g. Are you working to strengthen participation in decision-making
    - In the family or household (e.g. empowerment of youth or women)?
    - In local institutions or civil society organizations?(e.g. schools, hospitals)?
    - In local government and municipalities?
    - At the national level (e.g. PRSP policy)?
    - At the global level (e.g. international peace or human rights accords, trade policy)?
  - Why do you focus on these levels? How is your work affected by power and decisions at the other levels?
  - Do you have links with groups working at the other levels? What kinds? Are the there examples of alliances across the levels that strengthen each other? Tensions?

- *Strategies and Spaces*
  - In this work, what kinds of 'spaces' or arenas for participation are you entering or challenging or trying to build? For instance,
    - Does your work focus on trying to challenge or influence existing authorities and powerholders about decisions they are making, e.g. through advocacy, campaigns or direct organizing work? Are you trying to challenge decisions that are normally taken behind 'closed doors', and how?
    - *And/or,* Are you and the people you work with being invited to participate in shared decision making spaces (e.g in consultations, joint decision making councils, multi-stakeholder forums?) Do you try and create these spaces for dialogue and shared decision making yourself? What are some of the strategies you are using?
    - *And/or*, does your work strengthen participation by people in places independent of the normal authorities and decision-makers? Are you strengthening or creating new opportunities for people's participation? Do you help people manage and control their own services? Build an independent social movement? Strengthen their own associations and community organizations?
  - Which of these strategies are most effective for strengthening real participation and decision-making power? Why?
    - What are the trade-offs and tough choices you have to make amongst them? For instance, are there tensions between being an outside advocate and watchdog, and being invited to consult with and collaborate with powerholders?
    - How do you navigate all of this? How you decide when to engage and when not, because it might not be worthwhile, e.g. might be a waste of time or lead to cooptation?
  - What range of strategies is justified? What kinds of acts of resistance are you supporting? (Imagine that 'x' has happened, how would you respond...)
  - What decision-making criteria do you use that helps you choose when, where and how to enter spaces?

- *Actors, knowledge, power, violence*
  - What is your understanding of the 'marginalised'? In your country, who is excluded.
  - Who engages in your strategies? In the spaces that you are trying to build or occupy? Whose participation does your work strengthen? What is your organizations' relationship to them (e.g. members, beneficiaries, clients)? How do they help shape your strategy?
  - Who's *not* participating? What are the barriers? What is keeping certain key issues or problems from being raised publicly?
  - What kinds of knowledge to people bring to the table when they participate? Is it seen as legitimate by the experts and authorities? Do people have the awareness and confidence in their knowledge to participate in public arenas (e.g. knowledge of rights)? How do issues of knowledge and awareness keep people from participating in decision making that affect them? What strategies do you use to challenge these barriers?
  - Is your work for building peoples participation affected by problems of violence or conflict? How? Can people's participation help to counter violence and conflict? How have you found it does so?

  - What do you find inspires and motivates people to want to claim or challenge power or participate more directly in decisions that affect them? Are they trying to win a specific issue? Get a piece of the pie? Or are there some other values they are standing for – like respect, or justice? How do these differ from those in power?

- *Links with others*
  - What the key and most supportive relationships that you have to strengthen your work for participation? (donors, organizations, friends, those in power)? What kinds of support help you the most? What kinds of support don't you need?
  - What role do the CFAs play to help you do this work? What could they do to strengthen your work on participation? What messages do you want to give to them about the strategies for building participation they should support? And how?

- *Impact stories (invite story-telling)*
  - What differences to you see participation making? To whom?
  - What would you consider the most important success or result from your work on strengthening participation? How has it made the most difference?

E List of Changes to Observe: Visible Results of CSP

Results can be seen as changes occurring due to the work of civil society organisations, with results at a higher level, emerging from the choice of certain partner organisations by the CFAs because the CFA expect them to contribute to Civil Society Participation.

What is understood by CSP?
Participation of poor and marginalized citizens and civil society organisations in decision-making processes that affect their lives and rights, and creation and reinforcement of conditions to this effect. This ultimately leads to a 'deepening' of democracy.

If we unpack this phrase in more results-oriented language, then:
we are looking for changes that represent *started, increased, deepened, claimed* participation in decision making processes that affect poor and marginalized women and men's lives and rights and/or creation, opening, widening of spaces to this effect

- by poor and marginalized citizens,
- and/or by civil society organisations with or on behalf of these citizens.

These changes can take place in different spaces, at different places, and within different power and violence dynamics.

The ultimate achievements of CSP can be linked to:

- Poor and marginalised citizens being able to and enabled to take part in decision–making processes that affect their lives and rights (related to the state, civil society and the market).
- Civil society meeting/supporting the needs and rights of poor and marginalised citizens.

- Civil society creating conditions and relations (democratic practices) that will ultimately contribute to a reduction in poverty and marginalisation.
- The state becoming more respectful and inclusive for all citizens, including the poor and marginalized, combating marginalisation and poverty through meeting citizens' needs and rights in participatory decision-making processes (democratic processes).

What aspects of decision-making processes need to be affected can lead to changes in the areas of achievement?
Within the constraints of each specific context, one might find activities that

- Conscientisation, awareness raising, mobilisation of poor/marginalized women and men
- Claim-making processes by / with poor and marginalized women and men
- Claim-making and creation of possibilities for and capacities of poor and marginalized women and men to access opportunities, resources (material as well as non-material), and participated in associations and organisations.
- Identifying and raising issues that are important for increasing the participation of poor and marginalized people and civil society organisations in decision-making processes
- Creating and participating in multi-stakeholder processes by poor and marginalized men and women and civil society organisations
- Influencing government policy through (participatory) research, publication, advocacy and lobby

F Outline of Country Report

Aiming for not more than 30 pages, with Annexes in addition

Executive Summary

Preface
- Why, What, When and Who (a generic part and a country-specific part)

Introduction
- Generic background to CSP evaluation study and the process
- Conceptual framework on CSP
- Country – how country context shaped how the framework was used
- Contents of the report

Methodology
- Only a summary and refer to a detailed Annex (generic and country specific)

Overview of CFA related CSP work
- Broad overview of the CFAs' portfolio of work in-country
- Basis of information is from the desk study plus additional observations from fieldwork
- Focus on the scope, depth and type of CSP work that CFA seems to be supporting

Country Context
A summary, refer to the more detailed focused contextual synthesis study in an Annex

Key Findings
- Nature and achievements of supported CSOs, plus limitations and weaknesses of the CSP work, relevance and effectiveness of CSP activities
- CSO/CFA aid nexus issues (relationship with partners)
- Any observations about CSP in relation to specific themes or sub-themes
- Emerging Key Issues and Patterns – for CSOs and for CFAs
- Relevance and effectiveness of CFA Portfolio for CSP (compared to the context and desk studies)

Conclusions and Recommendations

For CFA Policy and Strategy
- All CFAs
- CFA-specific

For CFA Procedures
- All CFAs
- CFA-specific

Lessons and insights for CSOS in relationship with CFAs
- Generic
- Specific – to theme, CSO, CFA

Annexes
1 Detailed methodology overview
2 People interviewed and in workshops
3 Documents consulted
4 Country contextual analysis
5 Portfolio review – from the desk study
6 Workshop outputs

ANNEX 8
Evaluation Team

Name	Nationality	Expertise	Employment
Dr. Marlene Buchy	France	Asia and Africa experience with participatory development; gender analysis; gender mainstreaming; participatory resource management; participatory monitoring and evaluation; conflict resolution; curriculum development and adult education; farming systems	Institute of Social Studies, the Netherlands
Dr. Marie Yvonne Curtis	Guinea/ France	West Africa experience in gender and development (research, strategies, planning, implementation and monitoring/evaluation); participatory approaches; rural sociology	independent, Guinea
Dr. Ros Eyben	United Kingdom	Experience in diverse countries and with wide range of organisations on international development cooperation, North-South relationships and the aid nexus, issues of participation and rights-based approaches to development	Institute of Development Studies, United Kingdom
Debra Gish	United States	North and Latin America experience in designing, managing, implementing and evaluating projects in social, economic, cultural, political, and human development (NGOs and business); key interest in working with women, youth, indigenous, and other marginalized populations in the Americas	Gish, Paz and Associates, Guatemala
Irene Guijt	Netherlands	Experience in diverse countries and with wide range of organisations on participatory development, organisational learning, monitoring and evaluation, gender and development, international and rural development	Learning by Design, the Netherlands
Grace Mukasa	Uganda	Zambia and Uganda experience with international development, trainer/facilitator on participatory approaches to community development, gender activist and human rights advocate for disadvantaged groups	Voluntary Service Overseas, United Kingdom
Dr. Zander Navarro	Brazil	Brazilian experience on collective action and social participation; state democratization; social initiatives and public policies; budgeting formation; sociology of agriculture; rural development; rural social movements and organizations; political democratization in rural areas; decentralisation	Institute of Development Studies, United Kingdom
Prof. Dr. Jenny Pearce	United Kingdom	Central and South America focused experience on: conceptualising civil society; collective action and public participation in social and political change processes; democracy and participation in situations of complex conflict, poverty and inequality (of class, gender and ethnicity in Latin America and Bradford, England); NGOs, development and participation in the South; participation in post-conflict peace-building contexts; representation, participation and governance in the global North and South	International Centre for Peace Studies, United Kingdom

Sriyani Perera	Sri Lanka	Asia experience with gender mainstreaming, gender auditing and gender budgeting, international development organisations, conflict management and peace building, knowledge management and advisory practices	Independent, Sri Lanka
Jethro Pettit	United States	Social anthropology, participatory development, action research, international development, organisational learning in diverse countries and with wide range of organisations	Institute of Development Studies, United Kingdom
Prof. Dr. John Gaventa	United States	Political sociologist with over 25 years of experience of research, training and practice in participation and development in North and South. Areas of specialisation include participatory methods of research, learning and action; participation, power and empowerment; participation and governance; rural poverty, inequality and poverty alleviation; NGO's and civil society; participatory monitoring and evaluation; South-North linkages and relations.	Institute of Development Studies, United Kingdom
Gloria Vela	Colombia	Latin America experience with organisational learning, monitoring and evaluation, community development, human rights issues, micro-financing	Synergia, Colombia
Hettie Walters	Netherlands	Experience in diverse countries and with wide range of organisations on policy development, systems and structures development human resource development, capacity building and knowledge management (creation, systematization and sharing); gender specific development planning and/or training; organizational change and institutional development; participatory gender audit; Training of Trainers in gender and development; gender and development and organizational change	International Agricultural Centre, the Netherlands
Dr. Jim Woodhill	Australia	Experience in diverse countries and with wide range of organisations on policy development, rural development, participatory rural/natural resource management, systems thinking, organisational learning and institutional development, monitoring and evaluation	International Agricultural Centre, the Netherlands

ANNEX 9

Examples of Civil Society Participation Work of CFA-funded Organisations and Initiatives

TABLE 6 – Examples of civil society participation work of Cordaid-funded partner organisations

CSP Domains	Colombia	Sri Lanka	Uganda
Citizenship strengthening	TEL – youth theatre work Conciudadania – women peace builders, social organising, participation for development, rural development, empowerment, civic participation Colectivo de Abogados – civic education CINEP – civic education (human rights defence)	PREDO – facilitated registration of people and helped plantation workers obtain identity cards and birth certificates CHA – prepare a toolkit and conduct training of trainers programme on 'Peace and Conflict Resolution' HHR – educating people on rights and duties LMA – active in rights education and publications on plantation issues	FIDA – legal rights advocacy, women's land rights
Citizen participation in CSO governance, programming monitoring, and accountability[1]	See footnote	See footnote	See footnote
Citizen participation in local development and service delivery initiatives	SJR-CV – service delivery, organise and empower with internally displaced peoples, civic participation	TDDA- Facilitating claims for service delivery in North/East, especially in Trincomalee under post conflict reconstruction programme	SOCADIDO – Formation and supporting of groups in internally displaced peoples as an entry point for community development USDC – Supports the children/care givers to access services though an outreach clinic; integration and mainstreaming of children with mental health problems into their communities via schooling VECO- Facilitation of partnerships for agricultural development between community-based organisations, sub-county officials and councillors and district level CSOs. TPO – working with self-help group strategy for those suffering from mental illness and psychosocial problems

Citizen and CSO participation in advocacy and structural change	COMPROMISO – empowerment, social change, participation IPC – advocacy and social change, research in urban centres and Antioquia region Corporacion Region – advocacy and social change with urban poor Colectivo de Abogados – human rights defence CINEP – research and advocacy on human rights	UNIWELO – official recognition of women in the Joint Plantation Development Committees which were earlier exclusively for males HHR – preventing violations of human rights, promoting human rights, freedom and release of the prisoners, women empowerment and safeguarding the rights of the children etc. PSSF – plantation NGO network, protests against water reform bill, leading to the government withdrawing its plan on the privatisation of water resources WERC – input at national level policy reform on Domestic Violence Act, working on the rights of the marginalized groups of domestic workers	UDN – monitoring and advocacy on economic policy EASSI – Beijing platform monitoring FIDA – legal rights advocacy, women's land rights UJCC – national civil society and policy initiatives CDRN – research and policy knowledge of civil society building and participation
Citizen and CSO participation in economic life	Not included in evaluation	Not included in evaluation	VECO – National advocacy on issues related to the Plan for Modernisation of Agriculture, National Agricultural Advisory Service (NAADS), land rights, food security, trade, gender and environment
Trust, dignity, culture and identity	TEL – youth and participation work	NAWF – analysing and dialogue for joint action for peace RPR – setting up Village Reconciliation Groups which focus on conflict resolution at family and village level, activities being undertaken which creates the conditions for sustained peace in the communities.	SOCADIDO – Peace and conflict advocacy campaigns for example using the community/local radio with an outreach of up to 13 districts (expansion development and advocacy)

1 Examples for this domain would have required a more thorough look at the internal mechanisms of CSOs which was beyond the scope of this evaluation. However, it was a recurring topic of discussion with many CSOs.

TABLE 7 – Examples of civil society participation focus of some Hivos-funded partner organisations

CSP Domains	Guatemala	Sri Lanka	Uganda
Citizenship strengthening	MMK –strengthens personal, professional, spiritual capacities of Mayan women CONIC – promotes land rights and labour rights of rural, indigenous, male and female, workers by providing training and legal aid Lesbiradas – emancipation of lesbians by exercising their rights and strengthens concept of democracy and citizenship among members	MWRAF: awareness raising and mobilisation of CBOs and small groups RWF – organising women around globalisation and free market economy and violence against women	UDN – community Empowerment for budget monitoring at sub-county and district levels FOWODE – Women's leadership and Women in decision making
Citizen participation in CSO governance, programming monitoring, and accountability[2]	See footnote	See footnote	See footnote
Citizen participation in local development and service delivery initiatives	Oasis –focuses sectoral coordination for the struggle against AIDS and AGPCS		KALI – Participatory approaches to anti-corruption and improved service delivery to the poor in Kasese District
Citizen and CSO participation in advocacy and structural change	Madre Selva -ecological lobby and advocacy at national level CALDH – legal action and training and consultancy services for underprivileged groups and communities Sector de Mujeres – evaluates/audits government policies affecting women at local/ national levels	PPD – in North-East and South in which academics, displaced people and grassroots people participate. CENWOR: lobby at the policy level and translates research into the local language and capacity building, works specifically on gender equality MWRAF: research, lobby, resources centre works also at the grassroots level on leadership and para-legal training NAFSO: national and international lobby for a sustainable fisheries sector CENWOR – lobby at the policy level and translates research into local language and capacity building on gender equality Suriya – supports women in seeking legal redress in cases of domestic violence RWF – works at national level to secure migrant women workers rights Savisthri – education and advocacy campaign on the inclusion of gender perspective and women's participation in the peace process and the PRS process	KALI – Participatory approaches to anti-corruption and improved service delivery to the poor in Kasese District NACWOLA – Treatment advocacy for women PLHAs UDN – Policy analysis and socio-economic research and budget advocacy SATNET – lobby and advocacy for farmers ACFODE – campaign for Equal Opportunities Commission and democracy monitoring KRC – platform for civil society organisation to freely articulate their views regarding conflict in the region FHRI – Human Rights Reporting

Citizen and CSO participation in economic life	not included in evaluation	not included in evaluation	SATNET – Building capacity of CSOs to empower farmers
Trust, dignity, culture and identity	MMK –strengthening personal, professional, spiritual capacities of Mayan women Oasis – creating a social, cultural, political and economic space where gay men can develop a dignified life ACL– strengthening leadership in young people from marginalized neighbourhoods via artistic spaces	BPG – space for war affected children of all ethnic, religious groups to engage peacefully TCCYD – facilitates the formation of children's societies and youth groups, in order to develop the potential qualities of children and youth so that they could face the future with an understanding grounded in society	

2 Examples for this domain would have required a more thorough look at the internal mechanisms of CSOs which was beyond the scope of this evaluation. However, it was a recurring topic of discussion with many CSOs.

TABLE 8 – Examples of civil society participation focus of some Novib-funded partner organisations

CSP Domains	Colombia	Uganda
Citizenship strengthening	Foro Por Colombia – civic education, civil participation Casa de la Mujer – advocacy and change, dignity/identity, citizenship strengthening, empowerment women and their rights advice to women's groups and support their capacity to influence local processes as women's organisations	UWONET – exchange of information on women in decision-making ULA – public awareness of and participation in land reform
Citizen participation in CSO governance, programming monitoring, and accountability[3]	See footnote	See footnote
Citizen participation in local development and service delivery initiatives	Foro Por Colombia – civil education, civil participation, municipality rights of people to be involved in decision-making/advocacy	LABE – Teaching and educational services; advocacy for improvements in adult literacy services FIDA- Provision of free legal services ACORD – Provision of basic services to communities in Northern Uganda
Citizen and CSO participation in advocacy and structural change	CCJ – defence of human rights, advocacy (service also) Asociación Nacional de Recicladores – grassroots defending rights of rubbish collectors Etnollano – indigenous rights Acción Andina – advocacy drugs/peasant rights, research CRIT – indigenous organisations, rights	ULA – inform policy makers of pro-poor improvements in the land law and policies; research impact of land policies and laws on the poor, vulnerable and marginalised DENIVA – analysis, advocacy and campaigns on agriculture and trade issues; analysis and advocacy of legal and policy environment for NGOs; strengthening civil society participation in local governance UWONET – lobby and advocacy; improving women's decision-making power
Citizen and CSO participation in economic life	Not included in evaluation	Not included in evaluation
Trust, dignity, culture and identity		

3 Examples for this domain would have required a more thorough look at the internal mechanisms of CSOs which was beyond the scope of this evaluation. However, it was a recurring topic of discussion with many CSOs.

TABLE 9 – Examples of civil society participation focus of some of Plan Country Office projects and partner activities

CSP Domains	Colombia	Guinea	Uganda
Citizenship strengthening	EDUPAR – trying to make strategic links from individual and family experiences to the wider public political sphere FUNDIMUR – enabling communities to advocate for rights CIMDER – works with 'multipliers', family volunteers (most women) who can work on intrafamily violence issues and at public policy level	Plan Country Office: Significant success with increasing girls child education Sending out information in primary health care provides children with a new role in their family or within their district with adults now listening to children Radio to reach remote citizens about information on rights	TASO – empowering children, women and men living with HIV/AIDS to have a voice in their community, claim their rights and access services Plan Country Office – Birth registration FPAU – Raising women's awareness about their rights to reproductive health and education, physical safety and property and providing legal support when these rights are violated FIDA – Conscientisation of children and their families and communities about sexual and reproductive rights and responsibilities, and right to inheritance
Citizen participation in CSO governance, programming monitoring, and accountability[4]	Not available	Not available	Not available
Citizen participation in local development and service delivery initiatives	FUNDIMUR – enabling communities to advocate for rights	PLAN Country Office: Enfant pour Enfant to develop children's responsibilities towards school property maintenance and encourages them to take decisions at the educational level Decision-making bodies such as Plan Programs Council Committee have significantly allowed for more parties to engage in decision-making Support to prefecture's technical services administration (Health and Education) initiate the transfer of State competences towards communities	PLAN Country Office: Empowerment of children and citizen ship development through interactive educational programmes in schools Children's participation in community development planning and advocacy Children's Parliaments in which children represent their rights to local officials and participate in budgetary discussions Establishment of CBOs that can become a sustainable community mechanism for child centred development

4 Examples for this domain would have required a more thorough look at the internal mechanisms of CSOs which was beyond the scope of this evaluation.

Citizen and CSO participation in advocacy and structural change	EDUPAR – helping to organise local women promoters who are becoming promoters for children's rights CIMDER – working with women in local communities to organise and become promoters	PLAN Country Office: Advocacy for single national fee for birth registration	PLAN Country Office: Advocacy at district and national levels for policies and programmes that support the rights of children
Citizen and CSO participation in economic life	Not included in evaluation	Not included in evaluation	Not included in evaluation
Trust, dignity, culture and identity	FUNDIMUR – dissemination of a rights discourse to strengthen dignity of family and community	PLAN Country Office Sending out information in primary health care provides children with a new role in their family or within their district with adults now listening to children	Plan Country Office: Supports post-test clubs joined by community members after they have been tested for HIV, irrespective of their status, which destigmatises HIV/AIDS