



# External Evaluation Civil Society Organisations and Local Authorities thematic programme (2014-2019)

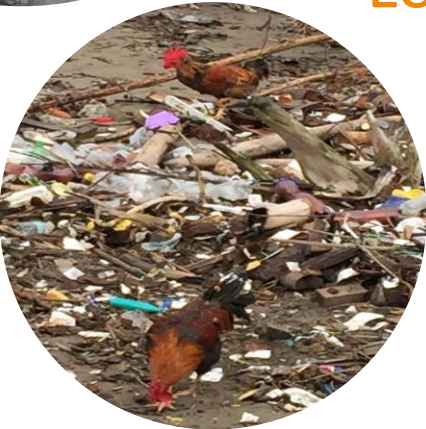
The programme

Key messages and findings

Recommendations



## Local authorities component





# The Civil Society Organisations and Local Authorities thematic programme (2014-2019) – Local authorities component (period evaluated 2014-2018)

The programme operates in 118 developing countries as well as the 28 countries of the European Union with an allocation of approximately Euro 1.9 billion. There are three components involving Civil Society Organisations; Local authorities and; Development Education and Awareness Raising (DEAR) within the EU. A decision was taken that for the period 2018-2020, the LA component would not operate through calls for proposals at country level. From 2018 the LA component was centrally managed and focussed on empowering LAs as actors of development in particular at city level.

Over these three components the Programme has implemented over 1400 individual projects since 2014. It builds on a strategic engagement of the EU with civil society and local authorities. Associations of local authorities and local authorities were supported through in-country, regional and global actions as well as through the DEAR component. Over 250 LA projects were contracted in the period 2014-2017.

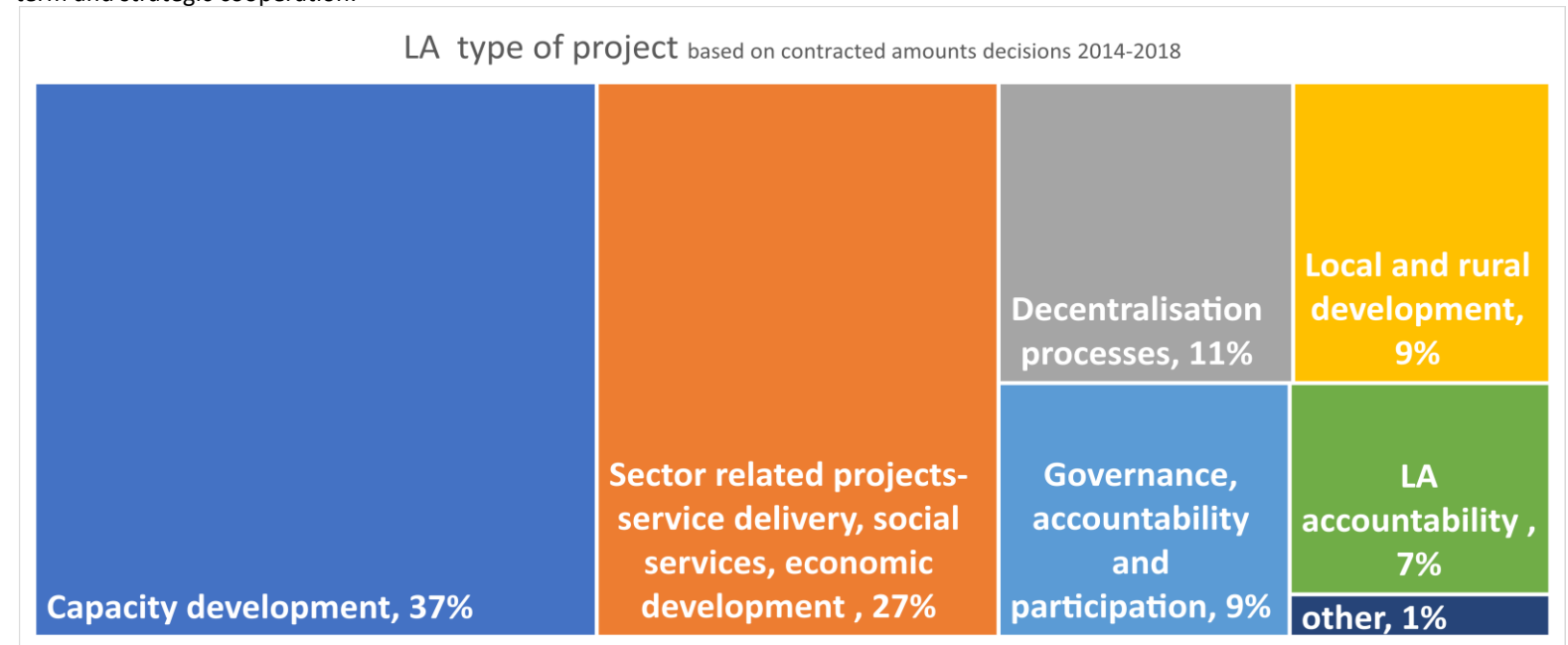
**Local authorities** – During the period 2014-2017, the LA component objective was to “ Enhance LAs' contributions to governance and development processes” as

- Actors of enhanced local governance;
- Welfare providers (public basic services, according to their institutional mandate)
- Promoters of inclusive and sustainable growth at the local level

A territorial approach to development was promoted.

Local authority roadmaps based on multi-stakeholder consultations were developed in four countries to identify strategic priorities, steer the programme (along with other EU and MS programmes supporting LAs) and tailor it to the country context. All countries also prepared CSO roadmaps which in some cases also took account of LAs.

**Modalities** - The programme operated mainly through calls for proposals launched by EU delegations, which were open to civil society organisations, local authority associations and local authorities. In some cases, where appropriate, projects were contracted through direct negotiation. The calls for proposals for local authorities were managed by headquarters from 2018. There were centrally managed calls for proposals and direct negotiations at the global level, awarding grants to civil society umbrella organisations, associations of local authorities, as well as actors in the field of development education and awareness raising. Five framework partnership agreements were signed with consortiums of global and regional Associations of Local Authorities in order to engage in longer-term and strategic cooperation.



The structure and elements of the CSO-LA programme

More details on the evaluation methodology

# Key message and findings



## STRATEGIC RELEVANCE

The programme was ambitious considering the limited resources and given the complexity and the long-term nature of challenges faced by local authorities. Roadmaps were initiated in four countries through a DEVCO headquarters initiative (Colombia, Chad, Ecuador, Mali) and by the EU delegations in Zimbabwe and Guatemala. In some countries the CSO road maps also took elements of LA into account. The roadmaps brought together available analysis and background information and helped to enable a tailoring to the country context. But compared to the CSOs Consultation with local authorities at national level was generally weaker – although there were some strong examples of good practice such as in Zimbabwe

## RESULTS

The programme has achieved some results in capacity development. Capacity development of associations of local authorities and local authorities was stronger at the project level than at the institutional level. It was difficult for the shorter term project to achieve strategic outcomes and aim for lasting impact beyond the projects at sector and country level

The programme improved governance, planning, budgeting, and service delivery in targeted local authorities, but interventions were mostly localised, lacking both sustainability beyond the project duration and pathways for upscaling of results. However, in countries where EU delegations invested in structured dialogue with local authorities and their associations, the programme was able to position itself strategically and link local results and innovations with more sector-wide outreach.

Scaling up of good results was only rarely achieved. Major factors contributing to the challenges of sustainability and scalability include the short term and small-scale project designs.

## COOPERATION APPROACH

The project-based approach and choice of mechanisms were not ideal for reaching the ambitious and highly complex aims of the programme. Through a mix of approaches and modalities, the programme attempted to create transformative effects beyond its individual projects. But success varied and there was insufficient attention to the specific political economy issues at play. The calls for proposals were well managed, but even with innovation and good management they could not overcome the limits of the project approach. There was a tendency to support short-duration projects with little scope to create change, be sustainable, and be scaled up in case of success.

Many, but not all, local authorities and associations of local authorities found the EU procedures to be overly complex, compared to other donors, and a barrier for achieving results. The approach of directly involving the local authorities as contractual parties proved much more difficult than expected as the call for proposal modalities were not well suited for this purpose. The associations of local authorities were better able to handle the call for proposals and in many cases were also able to benefit from direct negotiation procedures which more easily allowed their core strategic plans to be supported

Monitoring was systematically carried out at project level but focusing on financial accountability rather than outcomes – programme monitoring was absent meaning there was little measurement of how the aggregated impact of individual projects contributed to the country level goals.

## PROMISING APPROACHES FROM THE FIELD



**KEY MESSAGE #1**  
*Analysis it*  
LA roadmaps or equivalent analysis sets a firm basis for how to engage with local authorities

**KEY MESSAGE #2**  
*Engage with geographic instruments*  
and also wider reforms and support efforts

**KEY MESSAGE #3**  
*Associations of Local Authorities are relevant for the future CSO programme*



Summary of conclusions across the evaluation



### MADAGASCAR

*“the programme was effective, thanks to a good “understanding of societal dynamics while putting in place a selection process for CSOs based on their true motivations.”*



### What was done and what was learnt

Thanks to its amounts and durations and themes, CSO-LA in Madagascar: 1) fills a gap (e.g. EDF11 does not include funding for the social sectors, but CSO-LA funds health and social protection projects, albeit limited in scope); 2) is complementary to other EU-funded actions supporting CSOs: particularly the multidonor Fanainga (between 25-200k€ per project for a maximum of two years; vs. 300-550k€ per CSO-LA project, for a maximum of three years); support to CSOs through sector work; IcSP and EIDHR-funded projects; 3) is complementary to actions funded by other development partners, e.g. the CSO support of France, which has two programmes in support of CSOs: one managed by the Embassy (max. 30k€ per project; max. two years), and one managed by Agence française de Développement (max. 300k€ per project; max. three years). Complementarity in terms of funding is clear (CSO-LA: 300-550k€ range). This complementarity also means synergies e.g. capacity development conducted under Fanainga also benefits CSO-LA recipients; and local CSOs that benefitted from Fanainga funding were able to « graduate » and benefit from CSO-LA funding (e.g. NGO Lalana was initially funded under Dinika for a small amount and duration, and is now funded under CSO-LA for three years and 316 000€).

### Implications

Several Delegations wonder if the transaction costs involved in managing CSO-LA projects are worth it, but in the case of Madagascar, there is a de facto division of labour among EU instruments, and the ability to scale up projects that graduate from one to the other instrument.

### Sources of information

Eva Atanassova at EUD Madagascar (Eva.ATANASSOVA@eeas.europa.eu); and NGO Lalana President Jessé Randrianarisoa lalana@lalana.org.

# Key message and findings - Colombia – improving territorial governance through working with Associations of Local Authorities

Key messages and findings



## COLOMBIA....

*What the project is doing helps us in our advocacy with local government, even if the mesa (consultation mechanisms was already there) we have learned to gather evidence, to engage in dialogue and to ensure a clear message – this makes it a more powerful instrument for us*

### What was done and what was learnt

The EUD supported the FCM (Municipalities' Confederation – an ALA) through a direct grant. FCM working with a locally based CSO, proved to be highly effective in: i) promoting a territorial approach effectively; ii) facilitating cooperation and coordination among municipalities, with the department and CSOs at sub regional level; iii) targeting territorial planning between 4 municipalities; and iv) building technical capacities and soft skills. Both CSOs and local authorities implemented effective advocacy and collective actions under innovative governance models and articulation schemes “multilevel platforms”. These platforms allowed necessary articulation between CSOs, municipal but also departmental and national relevant authorities and actors promoting planning, implementation and communication actions and a more comprehensive and territorial approach. There is strong evidences that these mechanisms engaged citizens and LAs in dialogue with national authorities, and other relevant stakeholders. This led to better inter-municipal planning that in turn led to more effective public investment. And, also because of better investment planning there was greater success in obtaining central government finance.

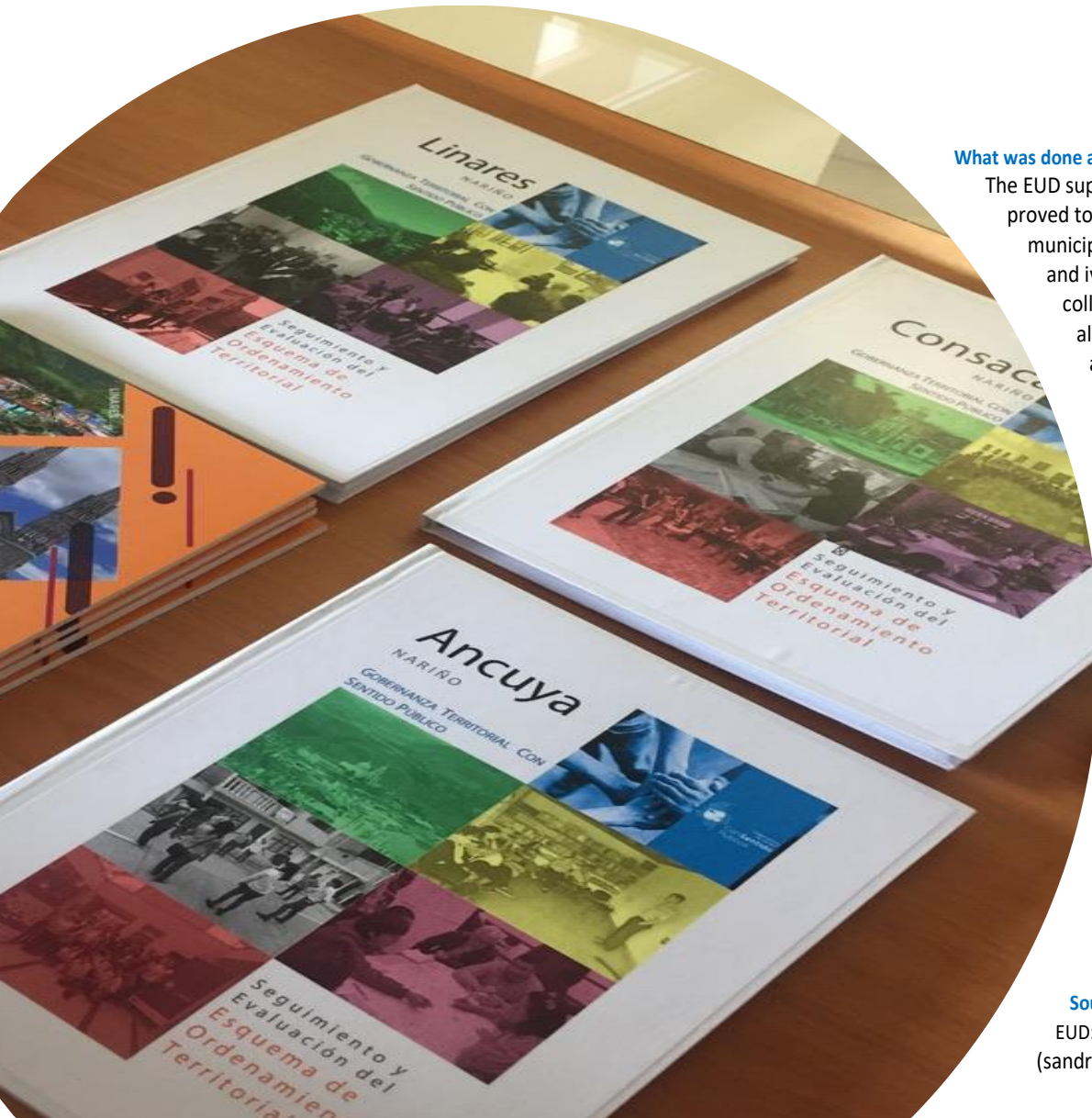
The project also contributed to rescue old community work traditions “Minga” which favours the identification of common challenges, linkages between municipalities, twinning actions, and multilevel interventions. Cooperation between the Municipalities' Confederation from the national level with local authorities and local CSOs led to a virtuous circle or perfect match, provided with a high understanding of the political economy of the territory and of the public policies at national and local level that need to be articulated. This cooperation promoted policy dialogue at territorial and with the national level, between key actors with a high degree of specialization (technicians, public sector, civil society and donors).

### Implications

The project is a good example of multilevel and multi-stakeholder governance to strengthen local capacities of municipalities in Colombia that require special attention and institutional strengthening to promote local development. The national political system (specially the General System of Royalties: main projects' financing source in country) has very complex regulations for the presentation, evaluation and approval of local projects, which practically prevents the weakest municipal governments, without support from an ALA, from benefiting from these resources.

### Sources of information

EUD: Maria Mandova (maria.mandova@ext.eeas.europa.eu), Colombian Municipalities' Confederation (sandra.castro@fcm.org.co) and Suyusama Foundation (logomar88@gmail.com.)





## UGANDA

*“The biggest added value of this project is not the donor funding, but the fact that it helps us mobilise domestic resources and reach out to those in most need”*

*“The first time I went to the GLOserve project area, I was amazed because people put into practice what they are learning; if it were possible, this project should be rolled out to the whole country “*

### What was done and what was learnt

The Green Livelihoods Opportunities through Local Service Delivery Optimisation (GLOserve) project in Northern Uganda emerged under a LA budget line from a Call for Proposals. The project demonstrates the potential of the CSO-LA programme on how CSO-LA projects can test local innovations on behalf of a national development programme and a national government partner. As a partnership cooperation between the German Adult Education Centre (DVV), three Districts, and the Ministry of Gender, Labour and Social Development, the project is designed as a test bed for the national Integrated Community Learning for Creation of Wealth Programme (ICOLEW). On behalf of ICOLEW, the GLOserve project pilot’s innovative community support to literacy/numeracy, skills, business development, community development and decentralized district services and outreach.

### Implications

Based on the results and feedback from the piloting, the Ministry of Gender is able to negotiate with the Ministry of Finance a fully resourced nationwide rollout of the programme.

### Sources of information

The EUD in Kampala - Elizabeth Ongom - CSO focal point ([Elizabeth.ONGOM@eeas.europa.eu](mailto:Elizabeth.ONGOM@eeas.europa.eu)) and Paul Otim – LA focal point ([Paul.OTIM-OKELLO@eeas.europa.eu](mailto:Paul.OTIM-OKELLO@eeas.europa.eu)). Kyebakola Caesar, DVV Country Director, Uganda ([caesar.kyebakola@dvvinternational.org.ug](mailto:caesar.kyebakola@dvvinternational.org.ug))

## Key message and findings - Chad - local authorities and CSOs working together in a tight civil space

Key messages and findings



### CHAD

*L'UE se sent limitée mais elle a beaucoup d'influence. Et elle est le premier appui à la société civile. Elle garde la lumière allumée"*

#### What was done and what was learnt

Both CSOs and local authorities have limited room for manoeuvre in a country with tight civic space and high centralisation of power. While civil society in Chad can play a transformative role both in vocally denouncing shortcomings in public policies and services, they can also be influential in being more collaborative and professionalised, and most CSOs interviewed insisted that, while they won't relinquish the first, the collaborative approach is showing some results. Out of five CSO projects, three are clearly built around their relation with local authorities. They are not only about service delivery but also on research, policy, and planning, and helped peer learning across local authorities. Conversely, out of the three LA projects (Moundoun, Bitkine, Oum-Hadjer), two local authorities enlisted the support of CSOs, and such support correlated with better performance than for the LA (Moundoun) that did not co-apply with a CSO.

In addition, EU experience in Chad showed that it was more effective to count on a demonstration effect in one area (e.g. some success in Bitkine) for other local authorities to come forward and express their interest, rather than to target areas based on needs (rather than interest and opportunity). This pragmatic approach is also being adopted in the EDF project to support local authorities from 2020 onwards.

#### Implications

Peer learning across local authorities, with the help of CSOs/donors, is a powerful approach in constrained civic spaces.

#### Sources of information

Anne Pêcheur (local authorities; Anne.PECHEUR@eeas.europa.eu) and Masra Ogoube (civil society, Masra.Ogoube@eeas.europa.eu) at EUD Chad.



## Key message and findings - Indonesia – working through ALAs to enhance LA governance

Key messages and findings



### Indonesia ...

*“Thanks to the CSO- LA programme, we have undertaken the ecotourism approaches including a shared mechanism of governance between local communities and local authorities seen in the long term*

### What was done and what was learnt

One of the main objectives of the CSO-LA programme was to build the advisory capacity of CSOs towards ALAs. The Territorial Approach to Local Development is highly relevant as most of Indonesians live in medium size cities. The programme was relatively successful in mobilizing CSO-LA dialogs and achieved some success in advocacy on local planning and local budgeting in local social and economic rights. However, it was found that those dialogs and local achievements have not yet led to the recognition of local CSOs in decision-making processes. One constraint is fragmentation between well-established CSOs located in Jakarta and the small ones based in provinces who lack access and capacity engage in the policy making process. There are also challenges in achieving a critical mass of change in a country as vast as Indonesia. Engaging with ALAs has shown the potential of making a critical mass of change by supporting local authority peer to peer exchanges of experiences on how to engage with and be more accountable towards civil society.

### Implications

Creation of CSOs platforms/network working on similar areas could complement better the EUD priorities (i.e. environment and climate change) and could leverage a critical mass for change. Peer learning across LA all over the territory provides an avenue for sector wide approach with the CSOs.

### Sources of information

Johann FARNHAMMER (head of cooperation [Johann.FARNHAMMER@eeas.europa.eu](mailto:Johann.FARNHAMMER@eeas.europa.eu)); Novianty MANURUNG (civil society [Novianty.MANURUNG@eeas.europa.eu](mailto:Novianty.MANURUNG@eeas.europa.eu)) at EUD Indonesia, Dr. Bernadia Irawati Tjandradewi and Ms Sri Indah Wibi Nastiti (Local authorities associations) and the website of APESKSI (<https://apeksi.id/index.php/localisedsgs>) and ASPAC (<https://uclg-aspac.org>)





# Key message and findings - Zimbabwe - ALA managed sector-wide LA support tailored by a jointly developed LA strategy

Key messages and  
findings



*Zimbabwe...*

*“There is a need for more strategic LA support like the EU support rendered through the national ALAs and their international partners”*

## What was done and what was learnt

In 2016, the EU delegation decided to develop a national, sector wide strategy to guide its support to LAs from the CSO-LA Thematic Programme. The strategy was developed in close dialogue with the national ALAs – the Urban Councils Association of Zimbabwe (UCAZ), the Association of Rural District Councils of Zimbabwe (ARDCZ), and the Zimbabwe Local Government Association (ZILGA), and their international partners, FPA-LA members CLGF and VNG. Based on a scoping study of the local government sector, which also included a mapping of the donor support to LAs and a review of previous CSO-LA support, a new LA strategy was formulated. The strategy sought to mitigate institutional gaps in LA capacity building by promoting self-sustaining, sector-wide capacity building approaches, which also could inform more elaborate performance assessment frameworks currently under development by an inter-ministerial working group on intergovernmental fiscal transfers for local authorities. To achieve this, four options for LA support was outlined, rendered through the national associations of local authorities and their international partners:

- **Option 1. Urban Council Service Benchmarking and Peer Learning driven by UCAZ (jointly with GiZ and the World Bank)**
- **Option 2. Piloting and dissemination of Rural Development Council best practises driven by ARDCZ**
- **Option 3. Establishment of a joint Local Government Institute driven by ZILGA**
- **Option 4. Promotion of female Councillors and senior Staff driven by the Women in Local Government Forum (WILGF)**

Eventually, all options except #3, were supported through direct contracting with CLGF, VNG and the national ALAs. Option 1 on service benchmarking was even expanded to include the rural councils, i.e. comprising all local authorities in Zimbabwe.

## Implications

Whilst sceptical in the beginning, the national government is now referring to the LA support as “Zimbabwe’s capacity development strategy for local authorities”. The strategic approach has also indicated that ALAs - when conditions are favourable - may serve as an entry point for sector wide LA support in fragile state contexts, where support rendered through central government is less feasible. In such situations, ALAs may provide a platform to enhance the sustainability and scalability of the project results.

## Sources of information

Linda Kalinga from the EUD in Harare ([Linda.KALENGA@eeas.europa.eu](mailto:Linda.KALENGA@eeas.europa.eu)), Mutekede Lee, Secretary General, UCAZ, Dr Isaac Matsilele, CEO, ARDCZ, and Leopold Bhoroma, CLGF Programme Manager ([leopold.bhoroma@clgf.org.uk](mailto:leopold.bhoroma@clgf.org.uk)).

## Recommendations – 2 of the 11 recommendations of the CSO-LA evaluation are directly relevant for the LA component - others have a partial relevance



### #2 ALAs - Strengthen country level support to associations of local authorities under the new programme

Rationale - Both when the context was favourable and difficult, the CSO-LA Programme added value by supporting local authorities through associations of local authorities, based on solid analysis and dialogue. Future support to national associations of local authorities will continue to rely on country-level support as regional support through the framework partnership agreements can only complement, not substitute country level support. Moreover, association of LA representatives interviewed by the evaluation suggested that there is an untapped potential for more synergy between support to regional LA advocacy and capacity support to national associations of local authorities. Regional advocacy was not strong, and elected association of LA representatives needed more sustained support across election terms to strengthen regional advocacy. For this and other reasons it is found relevant that the future CSO programme is open to associations of local authorities.

### #4 LA roadmaps - Consider a general introduction of LA road maps or equivalent analysis to underpin EU decentralisation support and to support empowerment and mainstreaming of local authorities in all relevant EU financed actions.

Rationale -The LA component of the CSO-LA programme suffered from the absence of roadmaps and as a result, unlike for civil society, this component did not benefit from a structured national dialogue and strategy to guide the approach, except in the few countries where LA roadmaps and strategies were developed. The learning from the CSO roadmaps – and the few LA roadmaps and strategies that were made eventually - indicate that roadmaps in general are valuable platforms for diagnostic analyses, structured dialogue and tailoring of new support that could benefit joint decentralisation programming more broadly. Elements of recommendation #2 are also relevant for future LA actions.

Recommendations for the future CSO programme that are in part relevant for LAs

**#1 Complementarity** - Strengthen the programme through enhancing complementarity with other EU and member state instruments and processes and focusing on interventions that are catalytic.

**#5 Service delivery** - Ensure service delivery that pilots innovative approaches and has wider transformative impact.

**#6 Capacity development** - Expand capacity development across all five dimensions defined by the programme (aiming among others to increase the involvement of local CSOs), and set up simplified but systematic monitoring.

**#7 Modalities** - Widen use of grant award procedures to make it easier to strengthen and support CSO's own strategic plans and reach out to local CSOs.

**#8 Results framework** - Enhance results framework and reporting especially at programme and country level.



**Measures: [by whom]**

This recommendation could be implemented through the following measures:

- > Where the associations of local authorities are credible partners and can contribute to change, develop mechanisms at country level to support their role and mandate as advocacy bodies, service providers and best practise disseminators. The support should carefully avoid distorting accountability links between associations of local authorities and association members and be based on the association's own business plans. Where needed, it should include support to core operational capacity (knowledge management, communication, budget and accounting etc.), including sufficient capacity to manage EU funds. **[EC/DEVCO, EUDs, ALAs]**
- > Future Framework partnerships with ALAs (FPA-ALA) support to regional advocacy should include support to regional or sub- regional CEO-networks for national associations of local authorities. **[EC/DEVCO, EUDs, ALAs]**

**Recommendation #4** - Consider a general introduction of LA road maps or equivalent analysis to underpin EU decentralisation support and to support empowerment and mainstreaming of local authorities in all relevant EU financed actions.



**Measures: [by whom]**

This recommendation could be implemented through the following measures:

- > Underpin bilateral decentralisation support with a roadmap based on a structured dialogue with central and local government and relevant development partners, including EU member states. The roadmap should take into account lessons learned from previous support and include a donor map to facilitate a coherent approach. **[EC/DEVCO, EUDs]**
  - > The roadmap should depending on the context consider 3 levels of engagement:
    - i) decentralisation policy; Where possible, the roadmap should be aligned to the government public sector-decentralisation reform programme and monitored through regular joint reviews, preferably coordinated by the relevant sector working group, if available.
    - ii) LA empowerment. Where possible a capacity development strategy should be developed (some potential aspects could be inspired by the CSO 5 dimension approach used under the CSO-LA programme, at least for ALAs)
    - iii) mainstreaming of local authorities in all relevant EU actions e.g. waste water and roads and others.
- > Where reform programmes are not present, roadmaps could focus on the strengthening of existing subnational frameworks. **[EC/DEVCO, EUDs]**





**Measures: [by whom]**

This recommendation could be implemented through the following measures:

- > Systematise/automate information on different instruments and programmes supporting CSOs and LAs at country level, so that the Delegation can better exploit the complementarities and synergies among the instruments. By using the various degrees available through different geographic and thematic instruments and modalities, support can be provided that re-enforces the effects through large and small, long term as well as short term interventions as well as engagement at the central and local levels and across different actors (examples of this were present in Chad). **[EC/DEVCO and EUDs]**
- > Draw lessons across all EU and member state actions at country level that are linked to civil society and local government, to feed into dialogue with government and enhance the collective impact of the different projects that work with civil society. The roadmaps are a tool where this has been done in some cases an example is the Hoja de Ruta in Colombia. **[EC/DEVCO, EUDs and CSOs perhaps making use of the PFD]**
- > Sharpen the analysis, criteria and tools for judging where projects are likely to be transformative, either by being highly catalytic or by being linked to other credible processes that can sustain their benefits. **[EC/DEVCO, CSOs]**
- > Increase awareness of regional/global CSO-LA activities at country level and increase networking, and alliance building between local, regional and global levels, e.g. through a web-based mapping of all CSO-LA activities and events. **[EC/DEVCO, EUDs and CSOs perhaps making use of the PFD]**

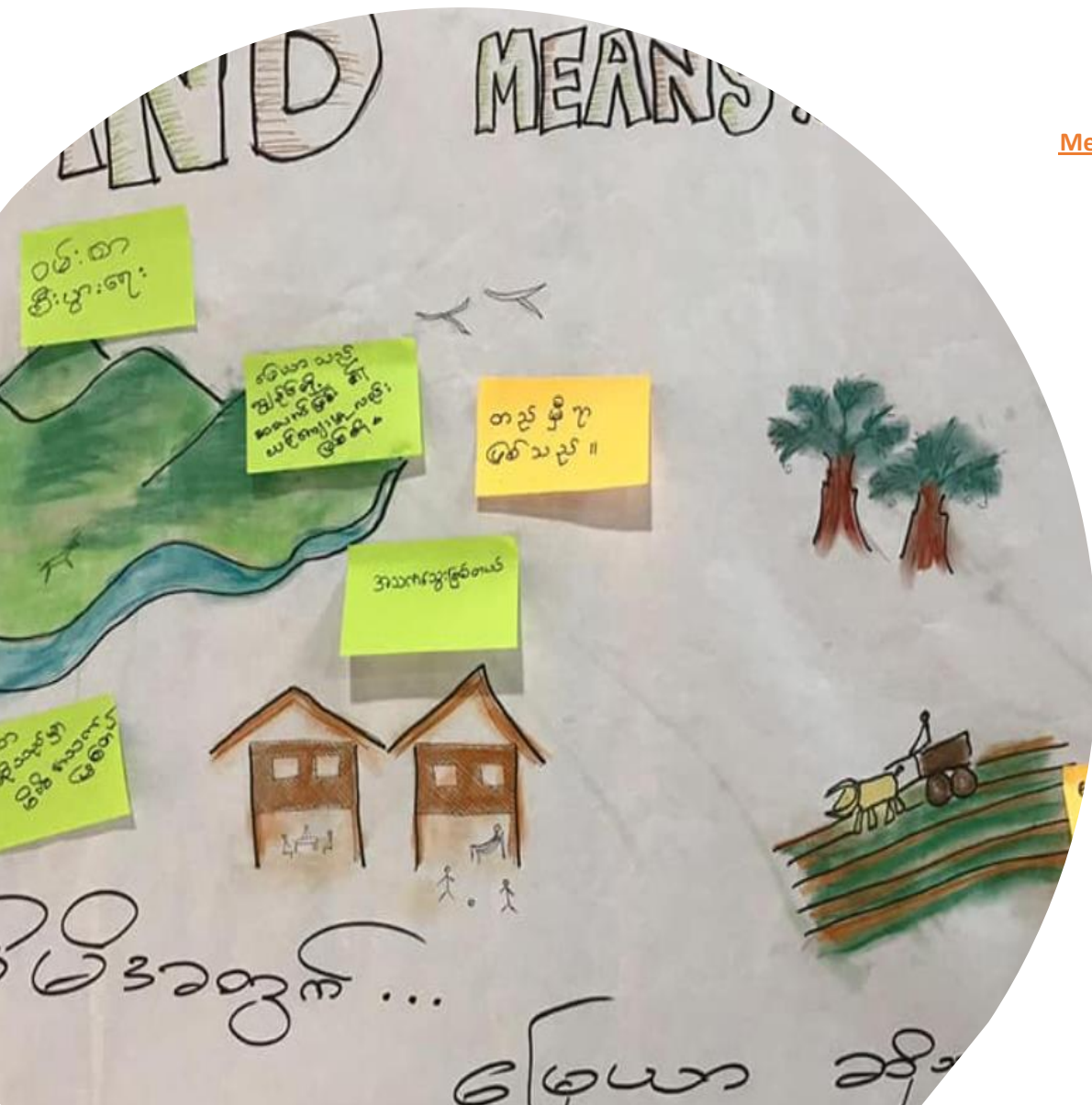


**Measures: [by whom]**

This recommendation could be implemented through the following measures:

- > Calls for proposals (or other means) should promote piloting of innovations that complement and can be made use of by local government. The calls for proposals should be based on solid assessment of the subnational framework, to ensure that projects are indeed innovative and have a catalytic potential vis a vis decentralisation and local governance in the local context. **[EC/DEVCO, EUDs, CSOs]**
- > Calls for proposals should include a mandatory requirement for project designs to outline a credible pathway for sustainability and replication/scalability. Where feasible, this should entail a default cooperation with associations of local authorities at either project or country level to enhance programme learning. **[EC/DEVCO, EUDs]**
- > Where feasible, encourage and actively promote CSO-LA project pilot and innovations which are linked to – and coordinated with - priority interventions of larger-scale decentralisation or thematic reform programmes. **[EC/DEVCO, EUDs]**
- > Longer project durations could ensure that results achieved in service delivery are leveraged and CSOs become trusted partners of government (central and/or local). **[EC/DEVCO, EUDs, CSOs]**
- > Encourage civil society organisations to work openly and transparently with local authorities, and with government more generally (budget discussions and sector policies are particularly promising). **[EC/DEVCO, EUDs, CSOs]**

**Recommendation #6** - Expand capacity development across all five dimensions defined by the programme (aiming among others to increase the involvement of local CSOs), and set up simplified but systematic monitoring.



**Measures: [by whom]**

This recommendation could be implemented through the following measures:

- > Develop guidance for monitoring, reporting and learning on capacity development across all five dimensions and specify the obligation of projects to monitor and report accordingly. **[EC/DEVCO, CSOs]**
- > Encourage and incentivise CSO platforms to develop the most critical capacities of their members, for example through calls for proposals directed at CSO platforms and that include capacity development. **[EC/DEVCO, EUDs, CSOs]**
- > Where it is possible to provide core support, ensure capacities are developed across all five dimensions and link disbursement to third-party verification of performance or capacities. **[EC/DEVCO, EUDs]**





**Measures: [by whom]**

This recommendation could be implemented through the following measures:

- > Review all relevant guidelines on the programme in light of the recommendations of this evaluation and conduct an anonymous survey of EUDs to capture suggestions for change. **[EC/DEVCO]**
  
- > Develop clarification and guidelines for how the current procedures can be used to better serve the purpose of the programme including how to support CSO strategic plans and increase the involvement of local CSOs. These clarifications, interpretations and guidelines could be based on EU and other donor experience on providing core support to CSOs, including if relevant:
  - Mechanisms including use of call for proposals to support the strategic plans of CSO platforms where these plans have a credible prospect of catalysing change. **[EC/DEVCO, EUDs, CSOs]**
  - Refine and if possible, relax procedures for undertaking direct negotiation. **[EC/DEVCO]**
  
- > Initiate in a longer-term perspective a discussion within EUDs/DEVCO on how procedures instruments and modalities can be adjusted to better meet the special needs of civil society. **[EC/DEVCO]**



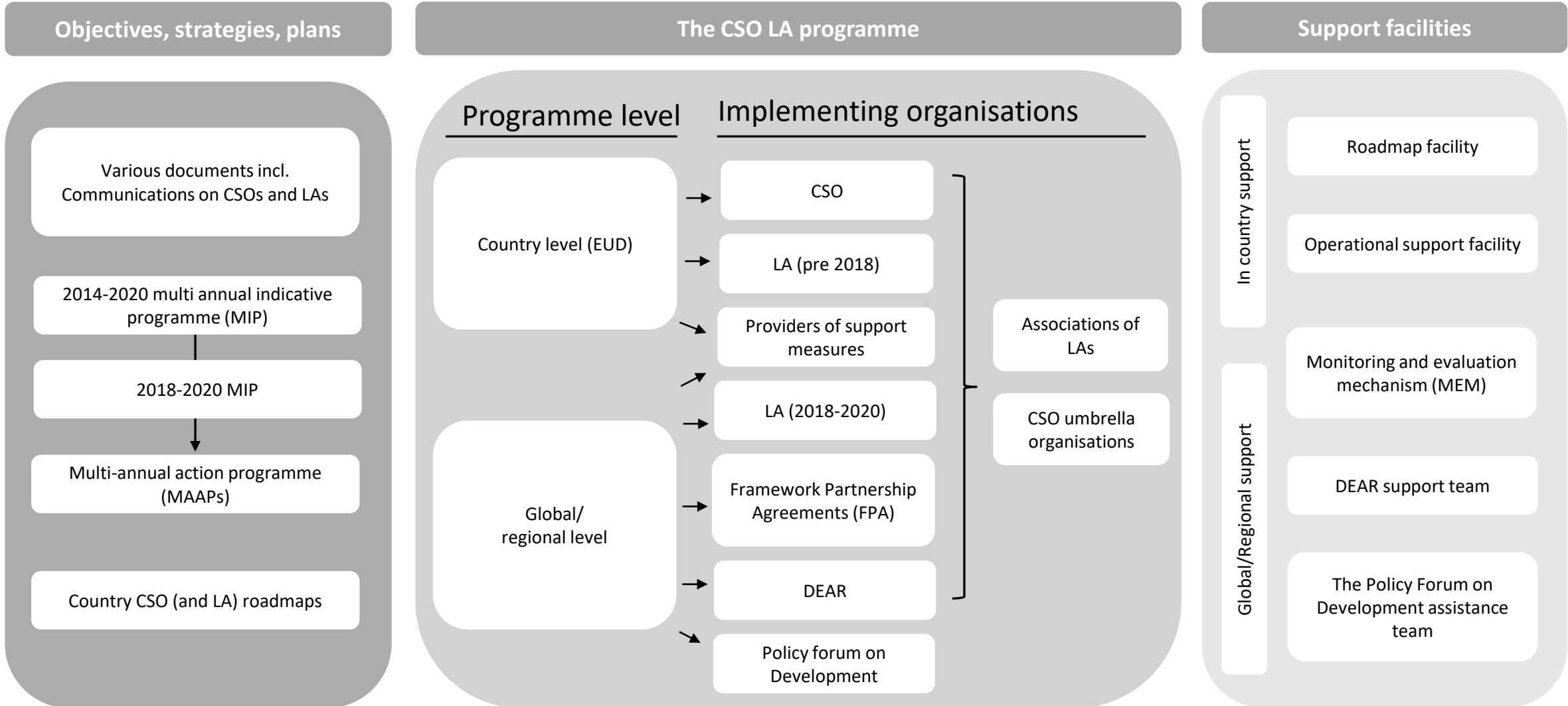


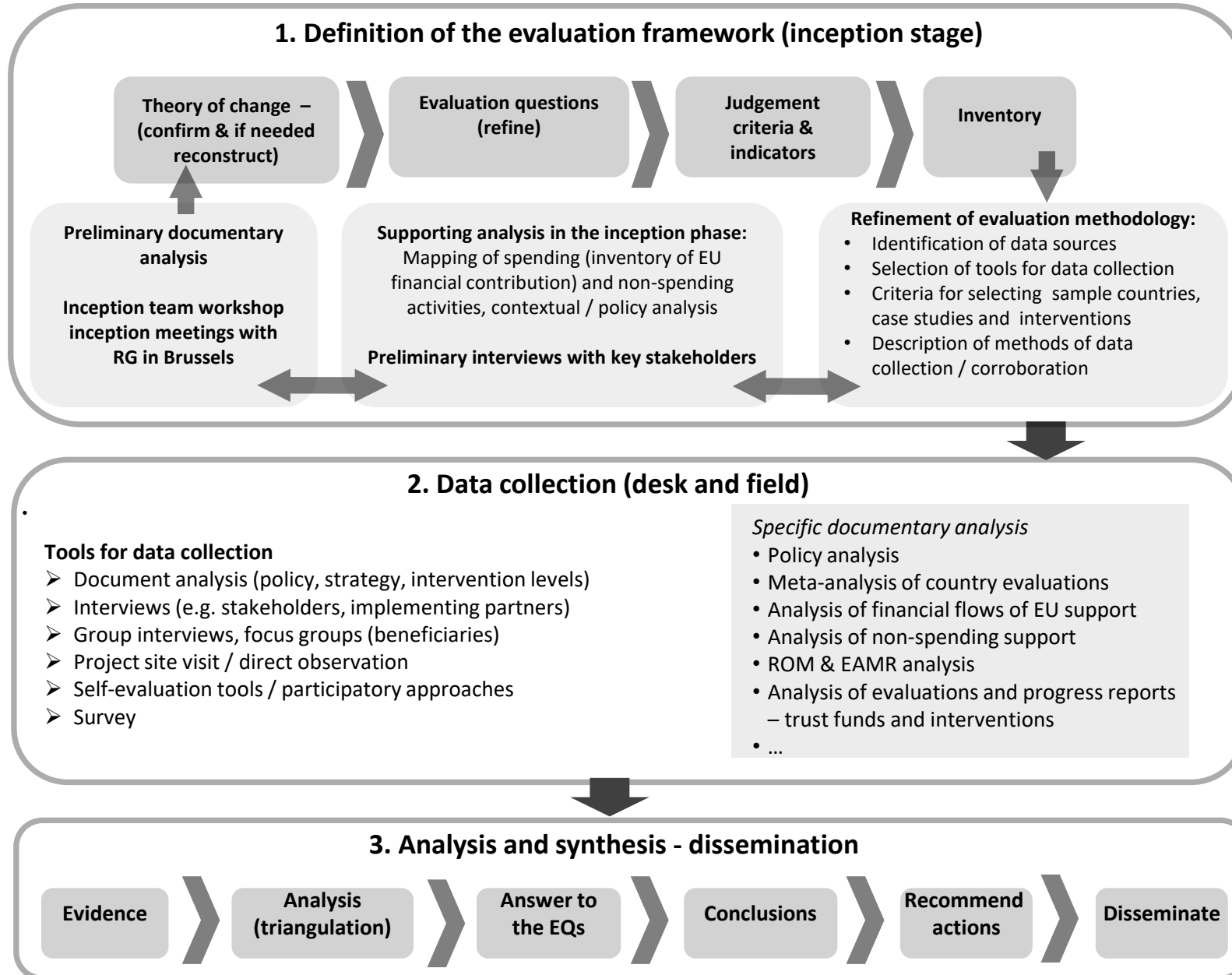
**Measures: [by whom]**

This recommendation could be implemented through the following measures:

- > Make use of theory of change and intervention logic tools at programme and country level and be open to adjustment based on monitoring outcomes and lessons learnt. **[EC/DEVCO, EUDs, CSOs]**
- > Develop a set of outcome and impact indicators at programme level (e.g. taking the suggestions of the 2019 evaluability assessment as a starting point) that are simple (SMART) and linking to the sustainable development goals. **[EC/DEVCO]**
- > Ensure that there are sufficient resources at the country level to monitor and report on the country roadmap, if necessary by outsourcing. **[EC/DEVCO, EUDs]**
- > Consider making use of support facilities or CSO platforms to provide basic monitoring and reporting at programme level, which entails harmonised reporting at country level. **[EC/DEVCO, EUDs, CSOs]**

# The structure and elements of the Civil Society Organisations and Local Authorities thematic programme (2014-2020)





evaluation questions

## Strategic relevance – EQ 1

### Strategic relevance EQ1

- EQ1 To what extent does the CSO-LA Thematic Programme respond to the evolving needs of the CSOs and LAs to operate in their respective roles and areas of engagement?

## Cooperative Approach – EQ 2,3

### Coherence complement. added value EQ2

- EQ2 To what extent is the CSO-LA thematic programme complementary and coherent with other EU and EU Member States development interventions that have similar objectives and what is its added value?

### Process EQ3

- EQ3 To what extent has the operation procedures of the CSO-LA Thematic Programme contributed to the achievement of the objectives?

## Results – EQ 4-7

### Policies EQ4

- EQ4 To what extent and how has the CSO-LA Thematic Programme contributed to increase, the quantity and quality of consultation and policy contributions of CSOs and LAs at local, national, regional and global level

### Capacity EQ5

- EQ5 To what extent and how has the CSO-LA Thematic Programme contributed to the empowerment of CSOs and LAs as development actors?

### Governance & accountability EQ6

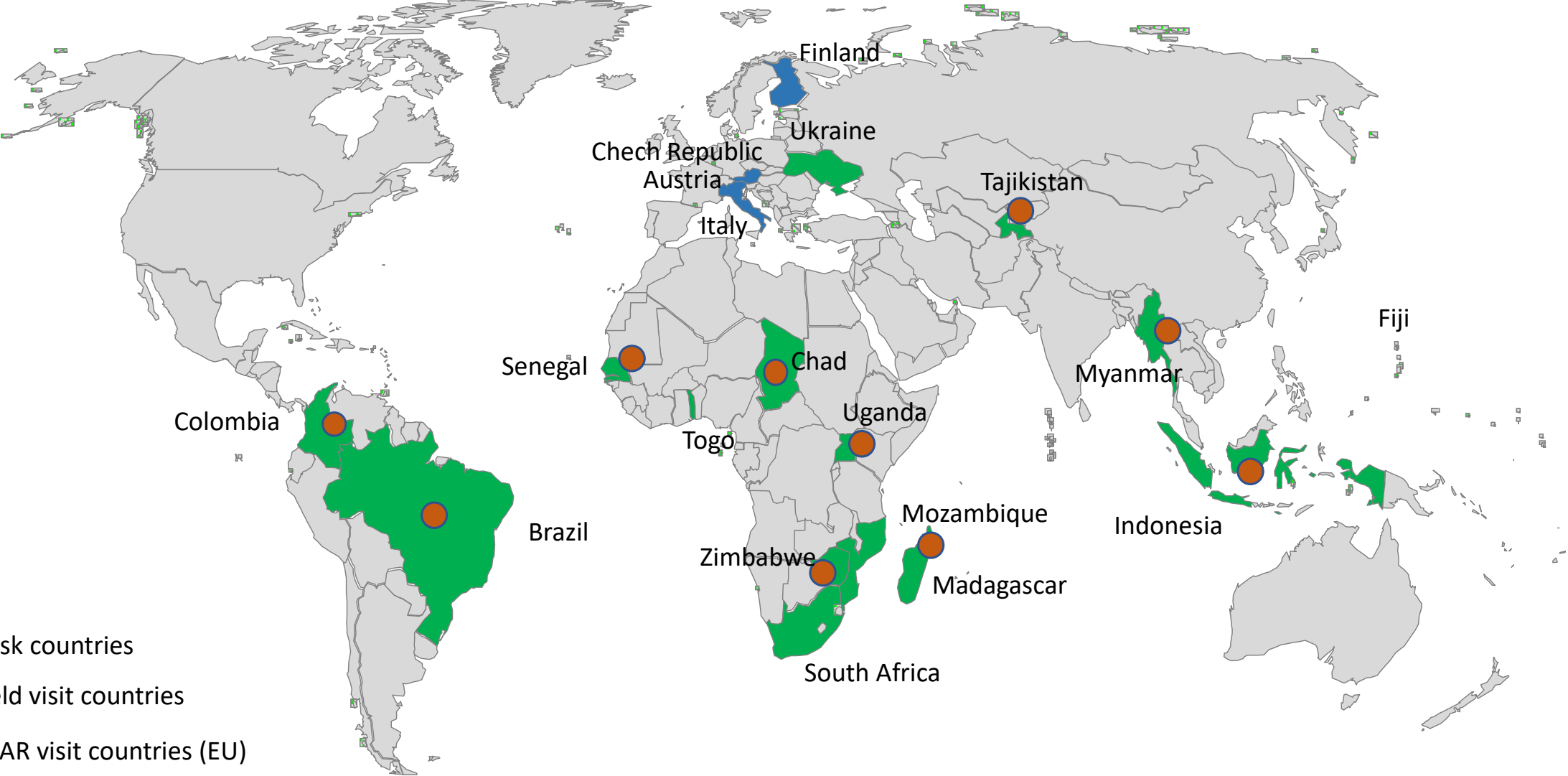
- EQ6 To what extent and how has the CSO-LA Thematic Programme helped to achieve transparency and accountability and overall improved democratic governance?

### Service delivery EQ7

- EQ7 To what extent and how has the programme promoted local development through a territorial approach?

Desk  
and visit  
countries

# Methodology – Desk and visit countries





### Conclusions on the CSO-LA components

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- 1. Relevance** - The CSO-LA programme was highly relevant and achieved some important results. However, the ambition level was high compared to the challenges faced and the modalities and measures available.
- 2. Complementarity** - The programme was highly dependent, for its effect, on complementarity with EU, member states, and other actions. Complementarity with other EU actions was stronger than complementarity with member states and other development partners.
- 3. Roadmaps** - The civil society element of the programme was tailored to the country context although this was not mandatory and less the case for the local authorities.
- 4. LA modalities** - The CSO-LA programme modalities were better suited to supporting local authorities when working through associations of local authorities.
- 5. LA results** - The CSO-LA programme achieved some promising results from cooperation with associations of local authorities, especially where efforts were sustained over time.
- 6. Capacity development** - Although evidence was found of CSO capacities increasing, capacity development was generally not measured and was weaker on internal governance.
- 7. Service delivery** - Service delivery projects were used as an entry point for promoting change. But they were not always designed to promote better policies and better government accountability. As a result, their impact, sustainability, and scalability were limited.
- 8. Complexity trade offs** - The programme operated under a set of complex priorities, principles and modalities. These led to trade-offs in what could be achieved in practice.
- 9. Learning** - Programme-level learning took place although programme-level monitoring was weak. Project level monitoring was regular but tended to focus on financial accountability and outputs rather than impact.

### Conclusions on the DEAR component

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- 10. Actors and processes** - The DEAR programme worked through a convincing, well thought through combination of call for proposals (soliciting proposals on the “marketplace of ideas”); operating strategic directly negotiated grants; and including small CSOs through sub-granting, as well as a highly valued learning hub provided by the DEAR support team.
- 11. Theory of change** - Effectiveness of the DEAR programme was impacted by the lack of a clear theory of change and a results framework of the programme, and a joined-up understanding of what a “successful” DEAR project constitutes.
- 12. Consortium trade-offs** - The size of the DEAR consortia led to trade-offs in terms of efficiency and effectiveness losses and poses accountability challenges. Existing monitoring mechanisms are not capturing the complexity of the projects, further exacerbating accountability issues