Global Partnership for Effective Development Co-operation

Monitoring Framework

INDICATOR 2:

Civil Society Organisations operate within an environment that maximises their engagement in and contribution to development

Methodology

Draft for consultation

Summary:

Civil society organisations maximise their development impact when the legal framework, the practices of governments, and the behaviour of development partners foster a greater role for CSOs; and when CSOs' own work is carried out in line with the effectiveness principles.

The original indicator 2 measured these multiple dimensions through a multi-stakeholder dialogue process organised around a common questionnaire. However, the previous methodology did not allow properly reflecting incremental progress, or capturing the specific characteristics of each country context, limiting the chances for a substantive country-level policy dialogue and action.

The revised indicator improves the questionnaire and eases the multi-stakeholder reporting process, while addressing the two issues described above.

Note: The following draft methodology, put forth by the OECD-UNDP Joint Support Team of the Global Partnership for Effective Development Co-operation, builds on substantive contributions made by the CSO Partnership for Development Effectiveness and the Task Team on CSO Enabling Environment and Development Effectiveness, the Task-Team 2016 stock-take exercise and complementary analyses carried out by these two networks, the advice of the Global Partnership Monitoring Advisory Group, the implications of the Nairobi Outcome document, and the conclusions from the April and November 2017 meetings of the Global Partnership group of experts working on indicator 2.

Background

The 2030 Agenda for Sustainable Development and the Addis Ababa Action Agenda recognise the Global Partnership for Effective Development Co-operation (Global Partnership or GPEDC) as a solid foundation to drive more effective development co-operation. To meet the ambitions of the 2030 Agenda, the Global Partnership must deliver evidence and data that address the needs of countries in better monitoring the effectiveness of their development efforts. In the Nairobi Outcome Document, the international development community stressed the need to "update the existing monitoring framework to reflect the challenges of the 2030 Agenda, including the pledge to leave no-one behind".

To address these challenges, the Steering Committee of the Global Partnership outlined an inclusive strategy to refine the monitoring framework, following a three-track approach:

1. Strengthening the current 10 indicators to ensure their relevance for the 2030 Agenda context;

2. Adapting the scope of monitoring to address major systemic issues critical to the 2030 Agenda, such as climate change, gender equality, conflict and fragility as well as progressively reflecting all the modalities and development co-operation actors;

3. Enhancing the impact of the monitoring process by improving the quality and inclusiveness of country-level monitoring and facilitating follow-up and action on the results.

The refinement of the Global Partnership monitoring framework is guided by the Nairobi Outcome Document, the technical advice of the Monitoring Advisory Group and the OECD-UNDP Joint Support Team, and lessons learned in the 2016 monitoring round, including feedback from participating countries. The refinement began in April 2017 and is drawing on the technical assistance of expert groups, related to specific thematic areas, paired with iterative consultations with relevant stakeholders and country-level testing.

The refined indicators will be used in the third Global Partnership monitoring round, scheduled to be launched in May 2018. Further revisions will be incorporated in subsequent monitoring exercises. Findings from the third monitoring round will feed into high-level political processes, in particular the 2019 High-Level Political Forum on Sustainable Development.

Indicator 2. Civil Society Organisations operate within an environment that maximises their engagement in and contribution to development
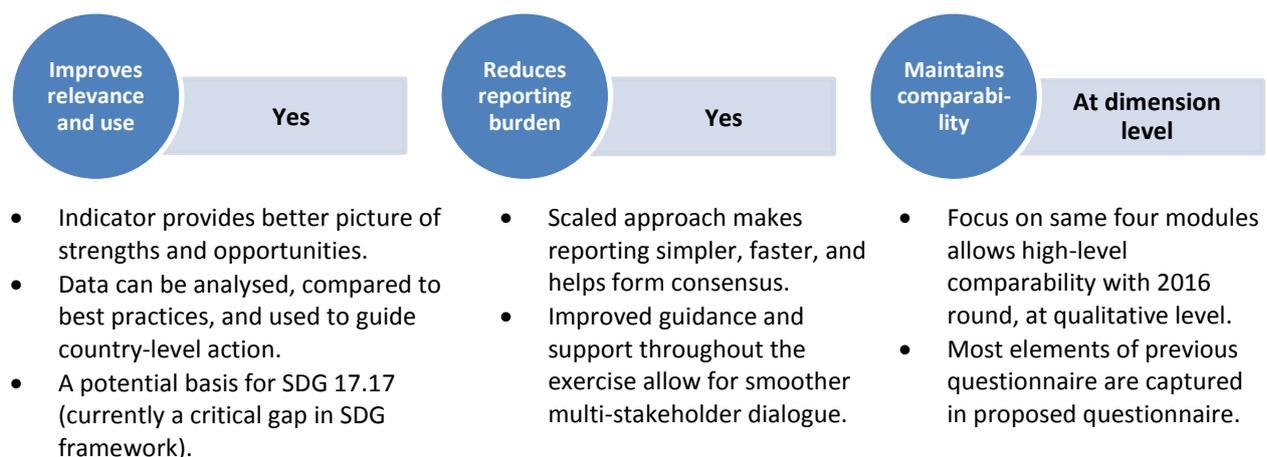
What does it measure?

(1) the extent to which governments and development partners contribute to an enabling environment for civil society organisations (CSOs); and (2) the extent to which CSOs are implementing the development effectiveness principles in their own operations.

Relevance to effective development co-operation

The political, financial, legal and policy context in which CSOs work, as well as the ways in which these development actors organise themselves and work with governments and development partners deeply affects their development effectiveness and contributions to achieve results.

ORIGINAL METHODOLOGY	REFINED METHODOLOGY
• Measured **four key dimensions** for CSO enabling environment and development effectiveness. • Questionnaire based on **binary questions** (yes/no), each with **open-ended fields** guided by **sub-questions**. • Required **multi-stakeholder dialogue** to agree on response (via focal points for government, CSOs and donors).	• Retains **same four broad dimensions**. • Drops binary approach and guiding sub-questions; instead, uses **simpler questionnaire with scales** describing possible scenarios. • **Multi-stakeholder dialogue approach** still used to agree on responses. • Strengthens the **guidance** and **support** to report on this indicator.
Shortcomings	***Key improvements***
• Parties indicated that binary questions (*yes/no*) **forced non-nuanced answers**, not accurately reflecting countries' realities. • Did not allow reflection of **incremental progress,** nor **comparability**. • **Uneven response rate** to open-ended fields, and with varied quality or level of detail. • **Limited multi-stakeholder dialogue** and actionable results.	• Presenting scenarios (*scales*) allows for **more nuanced responses** and reflection of **incremental progress**. • Predefined answers allow for **cross-country** and **over time comparability**. • **Multi-stakeholder dialogue** and negotiation of responses facilitated by questionnaire's approach, relevance & improved guidance.

Improves relevance and use — **Yes**

Reduces reporting burden — **Yes**

Maintains comparability — **At dimension level**

- Indicator provides better picture of strengths and opportunities.
- Data can be analysed, compared to best practices, and used to guide country-level action.
- A potential basis for SDG 17.17 (currently a critical gap in SDG framework).

- Scaled approach makes reporting simpler, faster, and helps form consensus.
- Improved guidance and support throughout the exercise allow for smoother multi-stakeholder dialogue.

- Focus on same four modules allows high-level comparability with 2016 round, at qualitative level.
- Most elements of previous questionnaire are captured in proposed questionnaire.

INDICATOR 2: CIVIL SOCIETY ORGANISATIONS OPERATE WITHIN AN ENVIRONMENT THAT MAXIMISES THEIR ENGAGEMENT IN AND CONTRIBUTION TO DEVELOPMENT

1. Introduction

This document presents a proposal to refine the Global Partnership indicator [indicator 2] measuring the enabling environment and development effectiveness of Civil Society Organisations (CSOs). The indicator is part of the current Global Partnership Monitoring Framework, which is undergoing a refinement process to respond adequately to the effectiveness challenges of implementing the 2030 Agenda for Sustainable Development.

To refine the indicator methodology, the OECD-UNDP Joint Support Team collaborated with multi-stakeholder group composed by experts from Civil Society Organisations, governments of partner countries development partners, and academics. This document presents the current measurement and shortcomings as identified by the Monitoring Advisory Group, the lessons learned from past monitoring round and the conclusions from the April and November meetings of the Global Partnership expert group working on indicator 2. Comments received on this draft proposal will inform the final methodology for indicator 2.

This proposal is open for general consultation and will be piloted in four countries during March and April 2018. Based on feedback received and lessons learned from the consultation and pilots, the methodology will be further refined and finally submitted to the Global Partnership Steering Committee. Upon Steering Committee endorsement, the refined indicator will be rolled out as part of the third monitoring round starting in May 2018.

2. Rationale

Civil society organisations play a vital role in enabling people to claim their rights, in promoting rights-based approaches, in shaping development policies and partnerships, and in overseeing their implementation, as recognised in the Busan Partnership Agreement (GPEDC, 2011). Their contribution to sustainable development, in leaving no one behind, and in keeping governments accountable for their commitments is recognised by all development actors and enshrined in the Nairobi Outcome document (GPEDC, 2016). The political, financial, legal and policy context in which CSOs work, as well as the ways in which these development actors organise themselves and with other partners deeply affects the effectiveness of their operations and their substantive contribution to achieve development outcomes.

Through their endorsement of the Busan Partnership Agreement, 165 governments committed to create an enabling environment for CSOs as to maximise their contribution to development (GPEDC, 2011). In the same line, CSOs committed in Busan to make their operations more transparent and accountable, and ultimately more effective, responding to other internationally agreed commitments, such as the '*Istanbul Principles for CSO development effectiveness*' (Open Forum, 2010). The 2016 Nairobi Outcome document also reflected governments' determination to reverse the trend of closing civic space for civil society and to accelerate progress in providing an enabling environment for civil society, in line with internationally agreed rights (GPEDC, 2016). Finally, all the

parties committed to encourage inclusive multi-stakeholder dialogue platforms at country level, supported by capacity building measures.

3. Current methodology

Substantive focus

The current indicator 2 assessed the extent to which governments and development partners contribute to an enabling environment for civil society organisations (CSOs). It also assessed the extent to which CSOs are implementing development effectiveness principles in their own operations.

The indicator covers these two substantive issues throughout a structured questionnaire, organised in four thematic modules that explore stakeholders' respective efforts to maximize CSO contributions to development:

(1) Space for multi-stakeholder dialogue on national development policies.

(2) CSO development effectiveness.

(3) Official development co-operation with CSO.

(4) Legal and regulatory environment in which CSOs operate.

The original questionnaire was developed in 2014 and rolled out in 2015. The questionnaire contained 16 binary questions ("yes"/"no"), with space under each question to provide a qualitative description of the situation at country level.[1] To facilitate the accuracy and comprehensiveness of these narrative responses, guiding sub-questions aimed to facilitate understanding of the question[1].

Original methodology for the data collection process

For the 2016 exercise, the data collection process was conceptualised as to be organised around country-level multi-stakeholder dialogues, among governments, CSOs and development partners. The Monitoring Guide encouraged to rely on existing engagement processes and fora (e.g. CSO platforms and roundtables with governments and development partners) to carry out the dialogue, relying on an alternative *ad hoc* "focal point-based model" if needed. In the *ad hoc* process, focal points for development partners and for CSOs were to liaise with their constituencies and participate in the process as representatives of those constituencies.

The government was encouraged to initiate a discussion around the 16-item questionnaire and seek an agreement with development partners and CSOs on a consensus response to each of the questions. Should parties did not manage to agree on some or most questions, development partners and CSOs were able to qualify their disagreement and particular viewpoints in a separate response sheet (i.e. a minority report to allow for dissent).

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[1] The qualitative questions included in each module drew on technical work carried out by the *CPDE Working Group on CSO enabling environment* (CPDE, 2013) and the *Task Team on Enabling Environment and Development Effectiveness* (TTCSO, 2011); building on the *Istanbul Principles for CSO Development Effectiveness* (Open Forum, 2010); and the *International Framework for CSO Development* (Open Forum, 2013).

4. Overall assessment

Technical guidance from the Monitoring Advisory Group[2] and the Task Team on CSO Development Effectiveness and Enabling Environment

The Monitoring Advisory Group and the stock-take exercise carried out by the Task Team on CSO Development Effectiveness and Enabling Environment confirmed this indicator as high relevant and consistent with the multi-stakeholder character of the Global Partnership, the implementation of the principles for effective development co-operation, and the role of CSOs in implementation of the SDGs (GPEDC, 2016b; TTCSO, 2016). The recommendations from the Monitoring Advisory Group and the Task-Team stock-take exercise can be clustered around two main issues:

1) Fine tune the assessment tool. Suggestions included simplifying the questionnaire by using alternative input methods (e.g. scales rather than yes/no answers, reducing the length of narratives); improving guidance for reporting; and translating the questionnaire in other widespread languages among participating countries, beyond English/French/Spanish (e.g. Arabic, Portuguese).

2) Strengthening the multi-stakeholder dialogue. Suggestions included encouraging national co-ordinators to make full use of the monitoring time frame; improve guidance to undertake the multi-stakeholder dialogue; consider ways to strengthen the representativeness of focal point model.

Lessons from rolling out the indicator in the 2016 monitoring round

The indicator generated useful evidence and dialogue in most countries. However, the exercise served to identify methodological and process issues. Fifty-nine countries (73%) reported on this indicator as part of the 2016 monitoring round, but the nature of the multi-stakeholder engagement as well as the quality and comprehensiveness of the answers provided varied considerably amongst the reporting countries. Most countries carried out the consultations resorting to "focal points" for the different constituencies (e.g. CSOs, trade unions, development partners), while others consulted with existing fora and dialogue platforms between government and CSOs. In few cases, other mechanisms to gather inputs were used, such as online surveys or targeted consultations.[3] The government was ultimately tasked with drafting the responses, but the different stakeholders were allowed to dissent and provide alternative responses in case of disagreement (TTCSO, 2016).

5. Refinement proposal

Taking into account the Nairobi Outcome document, and building on the Monitoring Advisory Group recommendations, the findings of the Task Team stock-take, and the lessons learned from the 2016 monitoring round, the multi-stakeholder group of experts working at the refinement of indicator 2

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[2] The Monitoring Advisory Group (MAG) was established in 2015 to provide technical expertise and advice to strengthen the Global Partnership monitoring framework and ensure its relevance in the evolving post-2015 landscape. The group is composed of 12 high-level experts from developing country governments, development co-operation providers, think tanks and civil society organisations. From mid-2015 to late 2016, the MAG performed a full assessment of the 10 indicator monitoring framework and the monitoring process.

[3] Post-monitoring review suggest incomplete application of the monitoring guidance with varying degrees of uptake of these methods (TTCSO, 2016). A multi-stakeholder dialogue did not happen in all reporting countries. Some national co-ordinators chose alternative mechanisms (e.g. online or emailed surveys, selected focus groups) to seek out feedback from CSOs. The use of focal points was uneven as the level of participation from different groups of stakeholders.

made suggestions on how to fine tune the questionnaire, and improve the reporting process[4]. The main directions for refinement provided by the expert group can be summarised as follows:

- reflect the Nairobi Outcome Document, the Istanbul Principles and the 2030 Agenda;

- simplify the questionnaire and re-word questions to better reflect the current global agenda;

- maintain the current structure around four thematic modules;

- provide responses scales reflecting degrees of progress or scenarios and turn guiding sub-questions into narrative guidance instead, or integrate some of them into response scales;

- improve the process to create more meaningful dialogue by providing better guidance, targeted training opportunities and a staged timeline with intermediary deadlines for reporting;

In line with the directions above, the proposed refined questionnaire reflects the ambitions of the Nairobi Outcome Document, the 2030 Agenda and SDGs. The module 2 on CSO development effectiveness has been strengthened to better reflect the Istanbul Principles for CSO development effectiveness.

The revised questionnaire maintains the original structure around the **four modules.** These were confirmed as relevant and appropriate to reflect the enabling environment for CSOs to effectively contribute to development: (1) Space for multi-stakeholder dialogue on national development policies; (2) CSO development effectiveness: accountability and transparency; (3) Official development co-operation with CSOs; and (4) Legal and regulatory environment for CSOs.

The questionnaire contains sixteen qualitative questions. The former binary "yes/no" answers are replaced with a four-level scale reflecting degrees of progress or scenarios that allow for more nuanced responses. For each level within the scale, **"characteristics of practice"** are provided to help respondents identifying the answer that better reflects the reality in their own country. A visual example of how the questionnaire will look like in practice is provided in Annex I.

Contextual data sourced from existing global indicators will be provided in the reporting tool to inform the discussion of the indicator questionnaire. This dashboard provides a picture of the country's performance in areas which are relevant for CSO's engagement and contribution to development.

The findings from this country level questionnaire will be complemented by additional information on the policies and practices of development partners that have an impact on the ability of CSOs to operate effectively. This information will be collected in parallel by the OECD-UNDP Joint Support Team.

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[4] The expert group is composed by members of and the Task Team representing governments of partner countries, CSOs and development partners. The working group met in April 2017 and in November 2017. Within this expert group, a core group of experts composed by one representative from CSOs, one from partner country governments, and one from the development partners collaborated closely with the OECD-UNDP Joint Support Team in the technical work of refinement.

The revised methodology captures the effective partnership between governments, civil society organisations, and official development partners. As such, it could provide the basis to measure SDG target 17.17 "*Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships*". At the moment, the current indicator measuring that target, SDG 17.17.1 (amount of US dollars committed to public-private partnerships on infrastructure) does not capture the dimension related to the effective partnership between governments and civil society organisations – an important data gap in the current SDG framework.

6. Methodology

Data collection method for the questionnaire

Country-level multi-stakeholder dialogue among government, CSOs and development partners is suggested as the best approach to report on indicator 2. This approach generates an entry point to discuss CSO enabling environment and development effectiveness issues at country level and strengthens the mutual understanding of progress and challenges. Where possible, the national co-ordinator is encouraged to use existing in-country platforms, engagement processes and fora to undertake the multi-stakeholder dialogue (e.g. CSO platforms and roundtables with governments and development partners).

The government-led multi-stakeholder dialogue will be geared to provide consensus responses to the proposed questionnaire[5]. Key steps suggested to undertake the dialogue are the following:

1) identification of focal points for CSOs and development partners prioritising their ability to convey representative views of their constituency[6];

2) the government shares the questionnaire materials and guidance in advance with the identified focal points for intra-constituency consultations;

3) focal points carry out consultations with their respective constituencies to provide consolidated feedback to the government;

4) the government convenes the relevant parties to the multi-stakeholder dialogue and invite parties to reach consensus on the responses. The government will register the responses that have reached greater consensus.

Recognising the challenges encountered by many countries in implementing the multi-stakeholder dialogue during the 2016 monitoring round, the OECD-UNDP Joint Support Team will be providing improved guidance within the monitoring guide, online training, and "how to" guidance which will include country examples of approaches used to collect data for this indicator in the past monitoring round. In addition, the OECD-UNDP Joint Support Team web-based help desk will support stakeholders throughout the monitoring exercise.

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[5] In case there are particular observations or disagreements on the responses, invited parties are allowed to reflect these remarks in an additional sheet.
[6] The OECD-UNDP Joint Support Team will share with national co-ordinator a list with suggested focal points for CSOs, development partners, trade unions, and parliamentarians for their active involvement in the full monitoring process.

Revised questionnaire (overview)

Module One: Space for multi-stakeholder dialogue on national development policies

1A. To what extent does the government consult CSOs in the design, implementation and monitoring of national development policies?

1B. In the context of Agenda 2030 and the Sustainable Development Goals (SDGs), to what extent does the government consult CSOs in the prioritisation, implementation and monitoring of the SDGs?

1C. To what extent do CSOs have the right in law and in practice to access relevant government information for effective participation in consultations with the government?

1D. To what extent have the results of recent consultations with CSOs informed government design, implementation and monitoring of national development policies?

Module Two: CSO development effectiveness: accountability and transparency

2A. To what extent are partnership equitable and based on mutual relationships between financing CSOs and their CSO partners?

2B. To what extent do CSOs participate in CSO-initiated co-ordination, including mechanisms (e.g. platforms, networks, associations) that facilitate CSOs engagement in policy dialogue and/or co-ordination among CSOs at national or sectoral level?

2C. To what extent are CSOs implementing their development work guided by international human rights standards? (e.g. human rights based approaches)

2D. To what extent are CSOs aligning with CSO-led accountability mechanisms to address CSOs' transparency and multiple accountabilities?

2E. To what extent do CSOs make available information on the basic finances, sectors of support, and main geographic areas of involvement in development to the public, including to the government?

Module Three: Official development co-operation with CSOs

3A. To what extent do development partners consult CSOs in the design, implementation and monitoring of their development co-operation policies and programmes?

3B. To what extent is the promotion of an enabling environment for CSOs (e.g. political, financial, legal and policy aspects) an agenda item in development partners' policy dialogue with the government?

3C. To what extent do development partners make available information about their CSO support to the public, including to the government?

Module Four: Legal and regulatory environment

4A. With respect to the rights to freedoms of assembly and expression, to what extent does the legal and regulatory framework enable CSOs to exercise these rights in law and in practice?

4B. With respect to the freedom of association, to what extent does the legal and regulatory framework enable in law and practice CSO formation, registration and operation?

4C. To what extent are CSOs working with marginalized populations and at-risk groups effectively protected from discrimination?

4D. To what extent does the legal and regulatory environment facilitate access to resources for domestic CSOs?

For comparison: **Original questionnaire (2016 monitoring round)**

Module One: Space for multi-stakeholder dialogue on national development policies

Q1. Are CSOs consulted by the government in the design, implementation and monitoring of national development policies? (Yes/No)

Q2. Do CSOs have the right to access government information? (Yes/No)

Q3. Are there resources and/or training opportunities for addressing capacity building of all stakeholders (including government, CSOs and co-operation providers) to engage meaningfully in multi-stakeholder dialogue? (Yes/No)

Module Two: CSO development effectiveness: accountability and transparency

Q4. In practice, are there CSO-managed processes in place to address transparency and multiple accountabilities in CSO operations? (Yes/No)

Q5. Do CSO-initiated co-ordination processes exist to facilitate consolidated and inclusive CSO representation in policy dialogue (e.g. umbrella organisation, CSO network, consultation practices)? (Yes/No)

Q6. Do mechanisms exist to facilitate co-ordination on programming among CSOs (collaboration to optimise impact and avoid duplication), and with other development actors? (Yes/No)

Q7. Are there other significant initiatives related to CSO development effectiveness principles [Istanbul Principles and the International Framework for CSO Development Effectiveness] being implemented at the country level? (Yes/No)

Q8. Do CSOs report annually to government on the basic finances, sectors of support, and main geographic areas of involvement in development? (Yes/No)

Module Three: Official development co-operation with CSOs

Q9. Do providers of development co-operation consult with CSOs on their development policy/programming in a systematic way? (Yes/No)

Q10. Are providers promoting a CSO enabling environment in their co-operation with civil society? (Yes/No)

Q11. Is the promotion of a CSO enabling environment an agenda item in providers' policy dialogue with partner governments? (Yes/No)

Q12. Do providers share information on their CSO support with the government? (Yes/No)

Module Four: Legal and regulatory environment

Q13. Is there a recognition of and respect for CSO freedom (association, assembly and expression), in the Constitution and more broadly in policy, law and regulation? (Yes/No)

Q14. Is the legal and regulatory environment enabling for CSO formation, registration and operation? (Yes/No)

Q15. Does the legal and regulatory environment facilitate access to resources for CSOs? (Yes/No)

Q16. Does the legal and regulatory environment marginalise certain groups? (Yes/No)

ANNEX I. METHODOLOGY FOR INDICATOR 2

1. METHODOLOGICAL APPROACH

Data Collection method

A government-led multi-stakeholder dialogue among government, CSOs and development partners will be implemented to provide consensus responses to the proposed questionnaire. In case there are particular observations or disagreements on the responses, invited parties are allowed to reflect these remarks in an additional sheet.

Key steps suggested to undertake the dialogue are the following:

1) identification of focal points for CSOs and development partners prioritising their ability to convey representative views of their constituency[7];

2) the government shares the questionnaire materials and guidance in advance with the identified focal points for intra-constituency consultations;

3) focal points carry out consultations with their respective constituencies to provide consolidated feedback to the government;

4) the government convenes the relevant parties to the multi-stakeholder dialogue and invite parties to reach consensus on the responses. The government will register the responses that have reached greater consensus.

Questionnaire

The questionnaire is structured around four thematic modules: (1) Space for multi-stakeholder dialogue on national development policies; (2) CSO development effectiveness: accountability and transparency; (3) Official development co-operation with CSOs; and (4) Legal and regulatory environment for CSOs.

It contains sixteen qualitative questions organised around 4-level scale responses reflecting degrees of progress or scenarios that allow for more nuanced responses. For each level within the scale, "characteristics of practice" are provided to help respondents identifying the answer that better reflects the reality in their own country.

Contextual data sourced from existing global indicators will be provided in the reporting tool to inform the discussion of the indicator questionnaire. This dashboard provides a picture of the country's performance in areas which are relevant for CSO's engagement and contribution to development.

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[7] The OECD-UNDP Joint Support Team will share with national co-ordinator a list with suggested focal points for CSOs, development partners, trade unions, and parliamentarians for their active involvement in the full monitoring process.

2. REVISED QUESTIONNAIRE

2.1. Questionnaire overview

Module One: Space for multi-stakeholder dialogue on national development policies

1A. To what extent does the government consult CSOs in the design, implementation and monitoring of national development policies?

1B. In the context of Agenda 2030 and the Sustainable Development Goals (SDGs), to what extent does the government consult CSOs in the prioritisation, implementation and monitoring of the SDGs?

1C. To what extent do CSOs have the right in law and in practice to access relevant government information for effective participation in consultations with the government?

1D. To what extent have the results of recent consultations with CSOs informed government design, implementation and monitoring of national development policies?

Module Two: CSO development effectiveness: accountability and transparency

2A. To what extent are partnership equitable and based on mutual relationships between financing CSOs and their CSO partners?

2B. To what extent do CSOs participate in CSO-initiated co-ordination, including mechanisms (e.g. platforms, networks, associations) that facilitate CSOs engagement in policy dialogue and/or co-ordination among CSOs at national or sectoral level?

2C. To what extent are CSOs implementing their development work guided by international human rights standards? (e.g. human rights based approaches)

2D. To what extent are CSOs aligning with CSO-led accountability mechanisms to address CSOs' transparency and multiple accountabilities?

2E. To what extent do CSOs make available information on the basic finances, sectors of support, and main geographic areas of involvement in development to the public, including to the government?

Module Three: Official development co-operation with CSOs

3A. To what extent do development partners consult CSOs in the design, implementation and monitoring of their development co-operation policies and programmes?

3B. To what extent is the promotion of an enabling environment for CSOs (e.g. political, financial, legal and policy aspects) an agenda item in development partners' policy dialogue with the government?

3C. To what extent do development partners make available information about their CSO support to the public, including to the government?

Module Four: Legal and regulatory environment

4A. With respect to the rights to freedoms of assembly and expression, to what extent does the legal and regulatory framework enable CSOs to exercise these rights in law and in practice?

4B. With respect to the freedom of association, to what extent does the legal and regulatory framework enable in law and practice CSO formation, registration and operation?

4C. To what extent are CSOs working with marginalized populations and at-risk groups effectively protected from discrimination?

4D. To what extent does the legal and regulatory environment facilitate access to resources for domestic CSOs?

2.2. How will it look to participants?

The infographics below provide a snapshot on how the questionnaire will look in the reporting tool:

A1. To what extent does the government consult CSOs in the design, implementation and monitoring of national development policies?

Step 3

L1. No consultations in the past 2 years.	**L2. Occasional consultations**, but the **quality of consultation is not sufficient** (with reference to full diversity of participation, agreed content, format allowing dialogue).
L3. Frequent consultations of **'good enough' quality** (with reference to full diversity of participation, agreed content, format allowing dialogue).	**L4. Regular** and **institutionalised** consultations of **excellent quality** (with reference to full inclusive participation, agreed content, adequate format allowing dialogue and feedback).

Choose your answer

Go to next question!

A2. In the context of Agenda 2030 and the Sustainable Development Goals (SDGs), to what extent does the government consult CSOs in the prioritisation, implementation and monitoring of the SDGs?

Step 4

L1. A consultation around the SDGs has **not started** in the country yet.	**L2.** Some **selected CSOs** are being consulted around **SDG mainstreaming** or around SDG implementation and monitoring.
L3. A **diversity of CSOs** are being consulted around **SDG mainstreaming, implementation, and monitoring.**	**L4.** A **diversity of CSOs** are being consulted around **SDG mainstreaming, prioritisation, implementation,** and regular **SDG monitoring** as part of **an institutionalised process.**

2

Module 1: Space for multi-stakeholder dialogue on national development policies

A1. To what extent does the government consult CSOs in the design, implementation and monitoring of national development policies?

Step 1

L1. No consultations in the past 2 years.	**L2. Occasional consultations**, but the **quality of consultation is not sufficient** (with reference to full diversity of participation, agreed content, format allowing dialogue).
L3. Frequent consultations of **'good enough' quality** (with reference to full diversity of participation, agreed content, format allowing dialogue).	**L4. Regular** and **institutionalised** consultations of **excellent quality** (with reference to full inclusive participation, agreed content, adequate format allowing dialogue and feedback).

Click to read the characteristics of practice that help you to answer the question

Step 2

A1. To what extent does the government consult CSOs in the design, implementation and monitoring of national development policies?

Characteristics of good practice

* Consultations occur **more than once a year.**

* The government invites a **wide number of CSOs** to the consultation but selection criteria are not clear.

* Some CSO/s may have been consulted in defining the themes for consultation.

*The format allows for dialogue and provision of feedback.

L1. No consultations in the past 2 years.	**L2. Occasional consultations**, but the **quality of consultation is not sufficient** (with reference to full diversity of participation, agreed content, format allowing dialogue).
L3. Frequent consultations of **'good enough' quality** (with reference to full diversity of participation, agreed content, format allowing dialogue).	**L4. Regular** and **institutionalised** consultations of **excellent quality** (with reference to full inclusive participation, agreed content, adequate format allowing dialogue and feedback).

Characteristics of good practice

* Consultations normally occur **once a year.**

* The government invites some selected CSOs to the consultation.

* The government sets **content for consultation.**

* The format is one-directional and does not allow for **dialogue**, with no space for feedback or inputs (e.g. informative meeting, survey).

1

2.3. Detailed questionnaire (including scales)

The characteristics of practice for each level are available [here](#).

MODULE 1: SPACE FOR MULTI-STAKEHOLDER DIALOGUE ON NATIONAL DEVELOPMENT POLICIES

1A. To what extent does the government consult CSOs in the design, implementation and monitoring of national development policies?

Level 1	Level 2
No consultations in the past two years.	**Occasional consultations**, but the **quality of consultation is not sufficient** (with reference to full diversity of participation, agreed content, format allowing dialogue).
Level 3	*Level 4*
Frequent consultations of **mixed quality** (with reference to full diversity of participation, agreed content, format allowing dialogue).	**Regular** and **institutionalised** consultations of **consistent good quality** (with reference to full inclusive participation, agreed content, adequate format allowing dialogue and feedback).

1B. In the context of Agenda 2030 and the Sustainable Development Goals (SDGs), to what extent does the government consult CSOs in the prioritisation, implementation and monitoring of the SDGs?

Level 1	*Level 2*
A consultation around the SDGs has **not started** in the country yet.	Some **selected CSOs** are occasionally being consulted around **SDG mainstreaming** or around SDG implementation and monitoring.
Level 3	*Level 4*
A **diversity of CSOs** are being consulted in ad hoc processes around **SDG mainstreaming, implementation,** and **monitoring.**	A **diversity of CSOs** are being formally consulted around **SDG mainstreaming, prioritisation, implementation,** and regular **SDG monitoring** as part of **an institutionalised process**.

1C. To what extent do CSOs have the right in law and in practice to access relevant government information for effective participation in consultations with the government?

Level 1	Level 2
No legal framework exists for access to information and CSOs have **little or no access to information**.	Right to access may exist in law, but there are **very significant limitations in the law and/or in its implementation,** excluding CSO access to most relevant information in practice.
Level 3	Level 4
Law exit, but CSOs have mixed experience in timely access to **relevant and comprehensive information**.	CSOs have **full access** to **relevant, comprehensive information, with sufficient time** for CSOs to prepare related initiatives, including participation in consultations (2-4 weeks) – early draft of relevant documents, with the ability to request additional information if needed.

1D. To what extent have the results of recent consultations with CSOs informed government design, implementation and monitoring of national development policies?

Level 1	*Level 2*
No consultation occurred in the past two years.	**Indications that only minor comments** provided by CSOs through consultations at best are taken into account in the design, implementation and monitoring of national development policies.
Level 3	*Level 4*
Indications that advice and evidence provided by CSOs through consultations is **occasionally taken into account** in the design, implementation and monitoring of national development policies.	**Indications that advice and evidence** provided by CSOs through consultations is **consistently** taken into account and reflected in the design, implementation and monitoring of national development policies.

MODULE TWO: CSO DEVELOPMENT EFFECTIVENESS: ACCOUNTABILITY AND TRANSPARENCY

2A. To what extent are partnership equitable and based on mutual relationships between financing CSOs and their CSO partners?

Level 1	*Level 2*
Most domestic CSOs experience **short term, often one-off, project relationships**, which are sole expressions of the financing CSO programming interests.	Most domestic CSOs experience **longer-term partnerships** with financing CSOs, **but still largely based on projects**, which are defined by the financing CSO.
Level 3	*Level 4*
Most domestic CSOs have **long-term programmatic partnerships** with financing CSOs (3 to 5 years), which are **based on discussions** between the funded CSO and the financing CSO. The interests of the financial CSO define the elements of the partnerships relationship.	Most domestic CSOs have **long-term partnership relationships (5 to 10 years)** that are the **results of deliberate negotiations and shared programming interests and solidarity** between the funded CSO and the financing CSO.

2B. To what extent do CSOs participate in CSO-initiated co-ordination, including mechanisms (e.g. platforms, networks, associations) that facilitate CSOs engagement in policy dialogue and/or co-ordination among CSOs at national or sectoral level?

Level 1	*Level 2*
No national platforms. CSO co-ordination mechanisms are **largely ad hoc** and have **short-term project oriented goals**.	**Weak CSO co-ordination.** CSO co-ordination mechanisms **exist in a few sectors,** but are **mainly sustained by the interests of development partners or national governments** in these sectors.
Level 3	*Level 4*
Not one inclusive, representative CSO-initiated platform, but **different CSO-initiated co-ordination mechanisms exist** at both sector level and national levels and are **sustained by the interests of domestic CSOs** to improve their development effectiveness.	**Major national CSO-initiated platform.** Inclusive national and sectoral CSO-initiated platforms co-ordinate many areas of CSO development and emergency responses and enable more effective CSO engagements in **both national sectoral programming and national policy dialogue**.

2C. To what extent are CSOs implementing their development work guided by international human rights standards? (e.g. human rights based approaches)

Level 1	Level 2
CSOs in the country generally **do not have explicit policies aligned by international human right standards** to guide their own development practices.	CSOs in the country generally have **policies guided by international human rights standards,** but **the evidence of practice is minimal** and only among a few large CSOs.
Level 3	**Level 4**
CSOs generally have **policies guided by international human rights standards,** and there are significant efforts among some to ensure **that these policies guide actual CSO practices**.	CSOs generally have **policies guided by international human rights standards,** and there is evidence that most work in ways that **institutionalize these policies to guide actual CSO practices**.

2D. To what extent are CSOs aligning with CSO-led accountability mechanisms to address CSOs' transparency and multiple accountabilities?

Level 1	Level 2
There is **no CSO-initiated and generally agreed code of conduct or accountability mechanism** at country level.	CSO **accountability mechanisms are under discussion** through a representative CSO platform. Individual CSOs maintain accountability through their linkages with global CSO networks and International NGOs codes and mechanisms.
Level 3	**Level 4**
Broadly representative **CSO-initiated standards/codes exist for accountability mechanisms** through CSO platforms, but **no formal procedures to certify adherence** or develop new capacities consistent with the standard.	There are CSO-initiated and managed **accountability mechanisms,** guided by standards and codes of conduct, through representative platforms. A **majority of the domestic CSOs are associated** to these platforms, which actively certify good practices within the CSO community.

2E. To what extent do CSOs make available information on the basic finances, sectors of support, and main geographic areas of involvement in development to the public, including to the government?

Level 1	Level 2
There is **no country-level information platform** for CSOs to share information about their contribution to development.	There is **a country-level information platform** for CSOs to share **aggregated information** about their contributions to development but use is still limited.
Level 3	**Level 4**
There is **a country-level information platform** for CSOs to share **aggregated information** about their contributions to development increasingly used by CSOs.	There is **a country-level information platform** for CSOs to share **aggregated and disaggregated information** about their contributions to development *being used by most CSOs*.

MODULE THREE: OFFICIAL DEVELOPMENT CO-OPERATION WITH CSOS

3A. To what extent do development partners consult CSOs in the design, implementation and monitoring of their development co-operation policies and programmes?

Level 1	Level 2
No opportunities for CSOs to engage with development partners in the past two years.	Consultations with CSOs are **occasional and limited** to some individual development partners and **selected** CSOs and focus only on the **implementation of donor programs**.
Level 3	**Level 4**
Consultations with a diversity of CSOs are **frequent and co-ordinated** among development partners, focusing not only on the implementation of donor programmes. However, the agenda is largely set by the development partners.	Consultations with a diversity of CSOs are **regular, institutionalised and co-ordinated** among development partners, focusing not only on the implementation of policies and programs, but also on determining development partner's priorities.

3B. To what extent is the promotion of an enabling environment for CSOs (e.g. political, financial, legal and policy aspects) an agenda item in development partners' policy dialogue with the government?

Level 1	Level 2
Development partners **don't include an enabling environment agenda** as an item in their policy dialogue with the government.	Some development partners **occasionally include some elements of the enabling environment agenda** as an item in their policy dialogue with the government, particularly **if CSOs lobby on specific issues**.
Level 3	**Level 4**
Most development partners **include the enabling environment agenda** as an item in their policy dialogue with the government, make remedial proposals but often based on specific issues, and **not in a systematic way** with follow up.	Most development partners **systematically include the enabling environment agenda,** with remedial proposals in their policy dialogue with the government, and engage with domestic CSOs in monitoring the enabling environment and following up their dialogue with government.

3C. To what extent do development partners make available information about their CSO support to the public, including to the government?

Level 1	Level 2
Most development partners **do not make available** information about their support to CSOs.	**Some development partners** make available **aggregate information** on their support to CSOs.
Level 3	**Level 4**
Most development partners make available **aggregate information** on their support to CSOs.	**Most development partners** make available **disaggregated information** (sectors, programmes, objectives, financing, results) on their support to CSOs, with appropriate safeguards.

MODULE FOUR: LEGAL AND REGULATORY ENVIRONMENT

4A. With respect to the rights to freedoms of assembly and expression, to what extent does the legal and regulatory framework enable CSOs to exercise these rights in law and in practice?

(a) Freedom of Assembly

Level 1	*Level 2*
Most peaceful Assemblies are **prohibited in law or practice**. Any formation of assemblies is swiftly dissolved with force.	**Many peaceful assemblies are prohibited in law or practice**, with severe restrictions on assemblies which can take place only in government designated areas.
Level 3	*Level 4*
Most peaceful assemblies are allowed in law and practice, although **some issues or groups may be subject to discriminatory decision-making**.	Law and practice clearly recognise the right to peaceful assembly and **most peaceful assemblies are allowed in practice**, regardless of the issue being raised or the groups participating.

(b) Freedom of Expression

Level 1	*Level 2*
News, internet media, and expression by CSOs are fully controlled by government. CSO staff, journalists are often threatened, arbitrarily arrested, attacked, abducted, tortured, or killed for exercising their freedom of expression. Government apparatus conducts mass illegal surveillance and interception of communications.	**Government control of news, internet media and expression by CSOs is extensive, but some alternative media exist**. Arbitrary arrests, threats and other actions against non-state actors are sometimes investigated. Laws and/or practice provide few effective safeguards against arbitrary surveillance.
Level 3	*Level 4*
News, internet media, and expression by CSOs are mostly free of control by the government, with **some instance of government interference. Threats and arbitrary actions against CSOs, individuals and journalist are often investigated**. Government apparatus conducts legal surveillance and interception of communications, but may also conducts illegal or questionable interceptions.	News, internet media, and expression by CSOs are **generally free of control by the government. CSOs,** individuals and journalists are rarely threatened or physically attacked; and the government apparatus generally conducts only legal surveillance and interception of communications and collection of personal data.

4B. With respect to the freedom of association, to what extent does the legal and regulatory framework enable in law and practice CSO formation, registration and operation?

Level 1	*Level 2*
Registration is mandatory, difficult, lengthy and required periodically. The CSO law contains vague prohibitions that are clearly inappropriate under international law.	Registration is voluntary but remains a difficult process, especially for advocacy-oriented groups. **Law and practice mainly hinder the activities of advocacy-oriented CSOs, but not service organisations working without foreign funding**.
Level 3	*Level 4*
Registration is voluntary, a one-time process, and moderately difficult. With a few exceptions, law and practice do not hinder the activities of CSOs.	Registration is a voluntary one-time fast, fair and efficient procedure. **Law and practice actively promotes the activities of CSOs, including advocacy and human rights groups.**

4C. To what extent are CSOs working with marginalized populations and at-risk groups effectively protected from discrimination?

Level 1	Level 2
CSOs working with marginalised populations and at risk groups have no legal protections in practice and **often experience severe discrimination** and/or **harassment** from public authorities.	CSOs working with marginalised populations and at risk groups have some legal protection, but these are **applied inconsistently, with few if any administrative or juridical recourses**.
Level 3	*Level 4*
There is **minimal discrimination and harassment in practice**, but public authorities **may scrutinise activities or harass specific organisations**.	Laws, regulations and policies **effectively safeguard CSOs working with marginalized populations** and discriminatory actions are an exception.

4D. To what extent does the legal and regulatory environment facilitate access to resources for domestic CSOs?

Level 1	Level 2
Access to national and international resources is **highly restricted**.	Access to either national or international resources is **possible, but is** subjected to **government restrictions**.
Level 3	*Level 4*
CSOs **can access** national and international resources **but some formal and informal limitations** exist.	CSOs **can access** national and international resources **with few or no restrictions**.

3. SCORING METHOD

While the position of a country in the various scales provides substantive information around the individual elements being address, it does not allow for a quick and direct comparison. In order to follow the performance of participants over time and to be able to compare countries, it seems useful to have an overall score for this indicator.

To provide qualitative categories that represent the enabling environment for CSOs to maximise their engagement and contribution to development, it is suggested the following scoring and aggregation method:

1. Module score. For each question within each module, the position in the scale will determine the number of points according to the table below.

Position in scale	Points
Level 1	0 point
Level 2	1 point
Level 3	2 points
Level 4	3 points

As the four modules do not contain the same number of questions, the sum of points for each module is converted in a standardised score that accounts for this difference:

$$\text{Module score} = \frac{\text{Points scored based on answers provided}}{\text{Max points for the module}}$$

Max points achievable for each module

	Number of questions	Max points possible
Module 1	4	12
Module 2	5	15
Module 3	3	9
Module 4	4	12

Example Country A

	Module 1	Module 2	Module 3	Module 4
Points scored	5	9	6	10
Max points possible	12	15	9	12
Standardised scores	**0.42**	**0.60**	**0.67**	**0.83**

2. Country score. The average score among the four modules will provide the final score for each country (0-1).

	Module 1. Space for multi-stakeholder dialogue	Module 2. CSOs development effectiveness	Module 3. Official development assistance with CSOs	Module 4. Legal and regulatory environment	Enabling environment for CSOs (average score among 4 modules)
Country A	0.42	0.60	0.67	0.83	**0.63**
Country B	0.08	0.20	0.56	0.58	**0.36**
Country C	0.67	0.80	0.78	0.83	**0.77**

Country scores will translate into four qualitative categories based on the following ranges:

Range of scores	Enabling environment for CSOs
Total score from 0 to 0.25	**Limited**
Total score from 0.26 to 0.50	**Narrow**
Total score from 0.51 to 0.75	**Moderate**
Total score from 0.76 to 1	**Extensive**

Limited > Narrow > Moderate > Extensive

Possible ways of showing results:

Enabling environment for civil society			
Limited	**Narrow**	**Moderate**	**Extensive**
Country A	Country B	Country D	Country E
	Country C		

Status of enabling environment for CSOs			
	2018	**2020**	**Trend**
Country A	Limited	Narrow	↑
Country B	Narrow	Narrow	↔
Country C	Narrow	Limited	↓

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