

Global Europe Results Framework Indicator Methodology Note

1. Indicator name
<p>GERF 2.29: Number of government policies developed or revised with civil society organisation participation through EU support</p>
2. Technical details
<p><i>Please use the information provided in OPSYS or the SWD.</i></p> <p><u>Results Dashboard code(s)</u>: 65245.</p> <p><u>Unit of measure</u>: Number of (#).</p> <p><u>Type of indicator</u>: Quantitative (not qualitative) – Numeric (not percentage); Actual ex-post (not estimated or ex-ante); Cumulative (not annual); Direct (not indirect); Flow (not stock).</p> <p><u>Level(s) of measurement</u>: Specific Objective – Outcome; Direct Output; Output.</p> <p><u>Disaggregation(s)</u>: None.</p> <p><u>DAC sector code(s)</u>: 15110 – Public sector policy and administrative management; 15111 – Public finance management; 15112 – Decentralisation and support to subnational government.</p> <p><u>Main associated SDG</u>: 16.7 Ensure responsive, inclusive, participatory and representative decisionmaking at all levels.</p> <p><u>Other associated SDGs</u>: 16.3 rule of law and justice; 16.6 accountable institutions; 16.7 participatory decision-making; 16.10 protect fundamental freedoms; 17.9 capacity building.</p> <p><u>Associated GERF Level 1 indicator</u>: 1.22 World Bank Worldwide Governance Indicators (WGI) Government Effectiveness Score.</p> <p><u>Associated GERF Level 3 indicators</u>:</p> <p>3.8 Amount and share of EU-funded external assistance directed towards fragile states</p> <p>3.13 Number and share of EU- external interventions promoting gender equality and women's empowerment</p> <p>3.14 Number and share of EU-funded external interventions promoting disability inclusion</p> <p>3.16 Amount and share of EU-funded external assistance qualifying as ODA</p>
3. Policy context and rationale
<p>The indicator is linked to the common priorities outlined in the new European Consensus on Development, under the heading Peace – Peaceful and inclusive societies, democracy, effective and accountable institutions, rule of law and human rights for all, as it will contribute to fostering participatory decision-making and public access to information.</p> <p>In addition, democratic governance, of which public administration is a key component, is central for achieving the SDGs. Goal 16 is specifically dedicated to promoting peaceful and inclusive societies, providing access to justice for all, and building effective, accountable</p>

institutions at all levels.

Finally, this indicator is in line with the **Better Regulation** agenda (development of policies and legislation in an inclusive and evidence-based process). The better regulation agenda requires effective institutionalised mechanisms to ensure wide stakeholder consultations with various businesses and civil society. This has been one of the key initiatives proposed under the Juncker Commission to improve the quality of policy- and law-making, in order to ensure that legislation better serves the people it affects.

The importance of civil society as a crucial component of any democratic system is reflected in the **2012 Commission communication on civil society in external relations**. Participation by civil society organisations (CSO) in policy and legislative processes is key to ensuring inclusive and effective policies. CSOs contribute to building more accountable and legitimate states.

4. Logframe inclusion

If an intervention generates the result measured by this indicator, then it must be reported in OPSYS. Corporate targets have been set for the indicators used to monitor the Strategic Plan and the Multiannual Financial Framework (see Section 9). Progress towards these targets is reported annually in the Annual Activity Plan (for the Strategic Plan) and the Programme Performance Statements (for the Multiannual Financial Framework). These values are calculated by aggregating the results reported in OPSYS. These reports ultimately contribute to the Annual Management Performance Report submitted by the European Commission to the Council and Parliament during the annual budgetary discharge procedure. If targets are not met, explanations must be provided. Therefore, it is crucial that all results are recorded in OPSYS.

There are two ways of doing this:

1. Include the indicator directly in the logframe (recommended approach);
2. Match the indicator to the closest logframe indicator (only if the indicator was not originally included in the logframe and modification is not possible).

Why? The matching functionality in OPSYS only accommodates reporting current values and does not yet support encoding baselines and targets. This is a significant drawback because targets are a valuable piece of information, especially at the beginning of a Multiannual Financial Framework. Indeed, results take time to materialise as they are the last step in the chain, appearing only after programming, commitments, contracting, and spending have occurred. Targets allow to see what results are expected long before they materialise, which is reassuring to the different stakeholders concerned with accountability. **Therefore, include all corporate indicators directly in the logframe whenever possible, and reserve the matching functionality only for cases when this is not feasible.**

5. Values to report

The following values must be determined in line with the definitions provided in Section 6.

Baseline value: the value measured for the indicator in the baseline year. The baseline value is the value against which progress will be assessed. For GERF indicators, this value is usually

zero. This is because the results being measured must be directly attributable to EU support; prior to the start of implementation, the specific intervention has not yet occurred and therefore cannot have generated a result. A non-zero baseline may only occur if the intervention is following up on work achieved by another intervention financed by the same instrument.

Current value:

- **For logframe indicators:** the most recent value for the indicator at the time of reporting. The current value includes the baseline value which is reported separately for logframe indicators in OPSYS.
- **For matched indicators:** the most recent value for the results achieved at the time of reporting since the start of implementation of the intervention. This value is obtained by taking the most recent value for the indicator at the time of reporting and subtracting off the baseline value which is not reported separately for matched indicators in OPSYS.

Current values will be collected at least once a year and reported cumulatively throughout the implementation period.

Final target value: the expected value for the indicator in the target year.

Intermediate target values (milestones). A tool has been developed in OPSYS to generate intermediate targets automatically¹.

- **For outputs:** the intermediate targets are generated using a linear interpolation between the baseline and target values because it is assumed that outputs materialise sooner and more progressively over implementation (than outcomes).
- **For outcomes:** the expected progression over the course of implementation will vary across interventions. During the creation of a logframe, the expected outcome profile must be selected (OPSYS offers four options²) and this selection triggers the generation of intermediate targets for all 30 June and 31 December dates between the baseline and target dates for all output and outcome quantitative indicators. All

¹ This has been done in the context of the Primary Intervention Questionnaire (PIQ) for the EAMR. Three new KPIs provide an overall assessment of ongoing interventions (current performance and future performance) and completed interventions (final performance). Scores will be calculated for all INTPA and NEAR interventions participating in the annual results data collection exercise.

- *KPI 10* reflects the relevance, efficiency and effectiveness of ongoing interventions. The information on relevance is provided by the Operational Manager's response to a question in a survey. The information on efficiency and effectiveness is provided either by the logframe data, if sufficient data is available, or the response to a question in a survey, if not.
- *KPI 11* reflects expectations regarding the most probable levels of relevance, efficiency, effectiveness and sustainability that can be achieved by ongoing interventions in the future. In this case, all the information is provided by the Operational Manager's responses to questions in a survey.
- *KPI 12* reflects the relevance, efficiency and effectiveness of completed interventions. The information on relevance is provided by the Operational Manager's response to a question in a survey. The information on efficiency and effectiveness is provided by the logframe data if sufficient data is available, or the response to a question in a survey, if not.

² a. *steady progress*: The outcomes are achieved continuously throughout implementation; b. *accelerating progress*: The outcomes are achieved towards the end of implementation; c. *no progress until end*: The outcomes are mostly achieved at the end of implementation; d. *none of the above*.

<p>automatically generated intermediate targets values and dates can be subsequently modified by the Operational Manager or the Implementing Partner with the approval of the Operational Manager.</p>
<p>6. Calculation of values</p>
<p><i>Specify all assumptions made, list definitions for all technical terms, provide any relevant guidance on (double) counting, and include checklist for quality control.</i></p> <p>The value for this indicator is calculated by counting the number of government policies developed or revised with civil society organisation participation through EU support, using the technical definitions and counting guidance provided below. Please double check your calculations using the quality control checklist below.</p> <p><u>Technical definitions</u></p> <p>The definition of <i>civil society organisation (CSO)</i> is in line with the 2012 EU Communication on Europe's engagement with civil society in external relations. The EU considers CSOs to include all non-State, not-for-profit, non-partisan and non-violent structures through which people cooperate to pursue shared objectives and ideals, whether political, cultural, social or economic. Operating at local, national, regional or international level, they comprise urban and rural and formal and informal organisations. The EU values the diversity and specificities of CSOs; it engages with accountable and transparent CSOs that share its commitment to social progress and to the fundamental values of peace, freedom, equal rights and human dignity.</p> <p><i>Public participation</i> can be defined as a process through which the government actively seeks the opinions of CSOs (interested and affected groups) for a policy initiative. The public participation process:</p> <ul style="list-style-type: none"> – is an integral part of the policy-making system, meaning that it does not involve decisions that are spontaneous or made on-the-spot by public institutions, but is included in the routine processes of the institution; – aims to improve public policy, by making policies that are more responsive to real citizen needs and have a higher degree of public support; – aims to ensure that participants have a certain degree of influence on the final decision. <p><i>Participation of CSOs</i> is defined as including at least one of the following elements:</p> <ul style="list-style-type: none"> – a public consultation meeting or written public consultation is carried out, allowing sufficient time for CSOs to provide comments, with comments provided by at least one organisation; – CSOs are part of working groups set up by public institutions to draft policies; – the lead ministry/public authority reports on the outcome of CSO participation; – the views of participants in the consultation process are made public; – a report is produced on the outcome of the public consultation that includes an explanation of how comments by CSOs have been taken into account. <p><i>Public policies</i> are broadly defined and include government programmes, strategies and legislation at national or sub-national level. Policies on migration management or forced</p>

displacement are excluded from this indicator as they are included under another GERF indicator.

Developed or revised policies are those endorsed by the relevant authorities.

Counting guidance

1. Double counting is not allowed: a policy can be counted only once in the same reporting period. This means that if the same policy benefits from one or more forms of support, over one or more years of the same reporting period, from the same intervention or different interventions, this policy should be counted only once.

Quality control checklist

1. Have migration and forced displacement policies been excluded from the GERF value? These should be counted under GERF 2.21 *Number of migration management or forced displacement strategies or policies (a) developed/revised, or (b) under implementation with EU support*, not under GERF 2.29.
2. Has the indicator been included directly in the logframe? Reserve the OPSYS matching functionality only for cases when this is not feasible.
3. If the indicator has been included directly in the logframe, does the current value *include* the baseline value? If the indicator has been matched to a logframe indicator, does the current value *exclude* the baseline value?
4. Has CSO participation been demonstrated or confirmed? The participation of CSOs is defined as including at least one of five specific elements.
5. Have the policies been endorsed by the relevant authorities? Proposals not yet endorsed should not be counted.
6. Is the GERF value a whole number? The number of policies cannot be a decimal number.
7. Has double counting been avoided? Policies should be counted only once.
8. Have the policies been listed in the comments field? This allows for cross-checking between national and regional interventions.
9. Have all calculations been recorded in the calculation method field? Have all relevant explanations been reported in the comment field?

7. Examples of calculations

Example 1

In a given country, an EU intervention is supporting the national government to revise its education policy with the involvement of CSOs, among other actors. As regards education policy, the ministry of education has carried out a public consultation and has reported receiving several written comments from different CSOs and individuals. The written comments are made public immediately.

In the same country, an EU intervention is supporting CSOs' involvement in the education sector and, in particular, in decision-making on policy. Some of the supported CSOs have responded to the public consultation and have provided written comments on the same education policy, including recommendations on improvements to be made to the revised

policy.

The number of government policies and strategies developed with CSO participation through EU support is one, since there is only policy: education.

Example 2

In the framework of a regional programme, two countries are supported to revise or develop their national migration and forced displacement policies and strategies with the involvement of CSOs.

The number of government policies and strategies developed with CSO participation through EU support is zero, since migration and forced displacement strategies and policies should not be included under this indicator.

8. Data sources and issues

Please use the data source categories specified in OPSYS.

EU intervention monitoring and reporting systems: *Progress and final reports for the EU-funded intervention; ROM reviews; Baseline and endline surveys conducted and budgeted by the EU-funded intervention.*

Public sector reports: Strategies and policy documents.

Include any issues relating to the availability and quality of the data.

9. Reporting process & Corporate reporting

The data collected on this indicator will be reported in OPSYS by the Implementing Partner. The values encoded in OPSYS will be verified, possibly modified and ultimately validated by the Operational Manager. Once a year the results reported will be frozen for corporate reporting. The methodological services in HQ that are responsible for GERF corporate reporting will perform quality control on the frozen data and aggregate as needed to meet the different corporate reporting requirements.

Please replace ○ with ● for the relevant items below.

This indicator is used for corporate reporting in the following contexts:

- NDICI via the Annual Report
- NDICI via the 2021-27 Programme Performance Statements
- INTPA Strategic Plan 2020-24 via the Annual Activity Report
- INTPA Strategic Plan 2025-29 via the Annual Activity Report
- NEAR Strategic Plan 2020-24 via the Annual Activity Report
- ENEST Strategic Plan 2025-29 via the Annual Activity Report
- MENA Strategic Plan 2025-29 via the Annual Activity Report
- FPI Strategic Plan 2020-24 via the Annual Activity Report
- FPI Strategic Plan 2025-29 via the Annual Activity Report

This indicator has been included in the following other Results Measurement Frameworks:

- EFSD+

<ul style="list-style-type: none"> ○ GAP III ○ IPA III ○ TEI-MORE
<h3>10. Baseline alignment & Annualisation</h3>
<p>Corporate reports most often cover different timeframes. Only rarely does the 7-year Multiannual Financial Framework (MFF) start in the same year as the 5-year Strategic Plans. Because the MFF drives the funding for these interventions, it serves as the primary baseline for data collection. To report against other cycles with different start dates, results must first be annualised and then re-cumulated starting from the required baseline year.</p> <p>The annualisation method depends on the type of indicator, which can be found in Section 2:</p> <ul style="list-style-type: none"> - Flow Indicators (discrete achievements): These measure "one-off" events or new beneficiaries reached within a specific timeframe (e.g., Number of people trained). To find the annual result, we calculate the variation (the difference between the cumulative total at the end of the year and the beginning of the year). <i>Example: If a project reached 500 total people by 2024 and 800 by 2025, the 2025 annual result is 300 (the new results generated that year).</i> - Stock Indicators (continuous support): These measure an ongoing state or sustained support (e.g., Number of countries supported). To find the annual result, we take the total cumulative value at the end of the year, as this represents the full extent of the EU's active footprint. <i>Example: If the EU supports 10 countries in 2024 and continues supporting those same 10 in 2025, the 2025 annual result remains 10 (the total "stock" of support active that year).</i> <p>In this case, the result is often achieved at the onset of the intervention and remains ongoing throughout implementation. When re-baselining for a new corporate cycle, these results are maintained rather than recalculated as variations. The annual value is the total number of entities under active support at the end of the reporting year, regardless of whether that support commenced before or after the new baseline year.</p>
<h3>11. Other uses</h3>
<p>GERF 2.29 can be found in the following thematic results chains, along with other related indicators:</p> <ul style="list-style-type: none"> - Democracy - Human Rights - Remittances - Sustainable cities <p>GERF 2.29 can be found in the following groups of EU predefined indicators available in OPSYS, along with other related indicators:</p> <ul style="list-style-type: none"> - Civil Society Organisation (CSOs)

- Democracy
- Employment and VET
- Human Rights
- Nutrition
- Remittances
- Resilience, Conflict sensitivity and Peace
- Sustainable cities

For more information, see: [Core indicators for design and monitoring of EU-funded interventions | Capacity4dev \(europa.eu\)](#)

External bodies using the same or similar indicator:

- OECD Better life index – Level of formal stakeholder engagement built in the development of primary laws and subordinate regulations;
- Economist Intelligence Unit Democracy Index – Degree of openness to citizen participation and engagement in policymaking and governance, including basic protections for civil liberties;
- OECD/SIGMA indicator used in its baseline assessments/monitoring reports against the Principles of Public Administration – Public consultation on public policy.

12. Other issues

The quality and effectiveness of the consultations should be closely monitored at intervention level, e.g. whether views from the consultations are taken up by the government, or whether the written public consultations are of a relevant nature, etc.