

The European Union's Development Cooperation Instrument
Thematic Programme "Non State Actors and Local Authorities in Development"

**GENERAL EVALUATION OF ACTIONS TO
RAISE PUBLIC AWARENESS OF
DEVELOPMENT ISSUES IN EUROPE /
DEVELOPMENT EDUCATION EC**

Letter of Contract N° 2007/146962

FINAL REPORT

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December 2008



The project is financed by the European Union



The project is implemented by IBF International Consulting together with
BAa Consultants

“This report has been prepared with the financial assistance of the European Commission. The views expressed herein are those of the consultant and therefore in no way reflect the official opinion of the Commission”

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ABBREVIATIONS

ADA	Austrian Development Agency
AIDCO	EuropeAid Co-operation Office
AR	Awareness Raising
CONCORD	European NGO Confederation for Relief and Development
CSO	Civil Society Organizations
DCI	Development Co-operation Instrument (EC)
DE	Development Education
DE/AR	Development Education/Awareness Raising
DEEEP	"Development Education Exchange in Europe" (EU funded project)
DG DEV	Directorate General Development, European Commission
DG EAC	Directorate General Education and Culture
EC	European Commission
EDF	European Development Fund
EIDHR	European Initiative for Democracy and Human Rights, EC
ENPI	European Neighbourhood Policy Instrument, EC
EP	European Parliament
EU	European Union
FES	Formal Education Sector
GCAP	Global Campaign Against Poverty
GENE	Global Education Network Europe
GLEN	Global Network of Young Europeans
GNI	Gross National Income
GNP	Gross National Product
ICFTU	International Confederation of Free Trade Unions
IPA	Instrument for Pre-Accession
LA	Local Authorities
M	Million

MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
MS	Member State
NGDO	Non-governmental Development Organisation
NGO	Non-governmental Organisation
NMS	New Member States
NSA	Non-State Actor
ODA	Overseas Development Assistance
OECD	Organization for Economic Co-operation and Development
OECD DAC	OECD Development Assistance Committee
OJ	Official Journal of the European Communities
OMS	Old Member States
UN	United Nations
UNDP	United Nations Development Programme
ROM	Result Oriented Monitoring
TRIALOG	"Development NGOs in the enlarged EU" (EU funded project)
WIDE	Women in Development Europe

1. EXECUTIVE SUMMARY

Introduction

This document is the final report of the evaluation of the Development Education and Awareness Raising (DE/AR) component of former “Co-financing with European Development NGOs” budget line and an ex-ante evaluation of “Non-State Actors and Local Authorities in Development” (2007-2013) thematic programmes. The projects that are evaluated in this report cover a ten-year period (1997-2007) and have been financed under the “Co-financing with European Development NGOs” thematic programme. The current programme for financing DE/AR activities: “Non-State Actors and Local Authorities in Development”¹ replaces the two former “Co-financing with European Development NGOs” and “Decentralised Cooperation” programmes. The stated overall objective of the evaluation is to strengthen the Commission’s ability to draw on lessons from past and on-going actions for future programming and project identification.

The main objectives of the “Co-financing with European Development NGOs” programme regarding the DE/AR component are to support actions aimed at raising awareness of development issues and promote education for development in the EU and acceding countries. This programme’s aims are specifically to mobilise support for action against poverty and to seek fairer relations between developed and developing countries through anchorage of development policy in European societies.

The evaluation seeks to verify to what extent the funded projects have reached these objectives of raising awareness of development issues, amongst citizens of Member States, that are beneficial to the populations of developing countries (in line with the objectives of the Millennium Development Goals).

This evaluation has the specific purpose of helping to define the European Commission’s strategy on Development Education and Awareness Raising and making recommendations to improve the overall impact of Development Education (DE) projects. This is particularly important since the current programme “Non-State Actors and Local Authorities in Development” sits under a new legal framework where Development Cooperation and DE/AR are now further integrated. The stated aim of the new programme is to find a more integrated, decentralised, multi-actor, multi-sector approach to development co-operation that reflects calls for the programme to be more inclusive. Integration between both DE/AR activities in Europe and Development Cooperation activities in developing countries will help to give greater synergy and coherence to EC policy in these areas and bring about greater inter-dependence in north-south relations as the world becomes increasingly globalised. The evaluation will also provide lessons aimed at fostering the full and active participation of EU citizens in development issues through DE/AR activities.

¹ Under the “Non-State Actors and Local Authorities in Development” programme, the 2007 Call for Proposals in February called for Concept Notes for projects that have now been selected and approved, and are being elaborated into full project proposals for final approval and selection at the time of writing this report.

Evaluation Methodology

This evaluation centres on approximately 690 projects financed under the “Co-financing with European Development NGOs” during the period 1998-2007. The evaluation exercise can be broken down into three parts:

1. An ex-post evaluation of the DE/AR component of the programme and 26 of its 552 completed projects (plus one of the twelve completed targeted projects).
2. An evaluation of 10 of the 122 ongoing projects financed under the “Co-financing with European Development NGOs” programme (plus all three ongoing targeted projects).
3. An ex-ante evaluation of the new thematic programme "Non-State Actors and Local Authorities in Development".

All three aspects have been considered during the qualitative research interviews undertaken with primary and secondary sources for the major part of the evaluation. Some quantitative analysis has been carried out on the projects financed by the “Co-financing with European Development NGOs” programme.

The evaluation process has been divided into four phases:

The Structuring Phase – At the start of the mission, 05 – 11 February 2008, the evaluation was planned, evaluation questions were formulated and modifications to the Terms of Reference (TOR) were made in agreement with the EC reference group for the evaluation and more particularly Unit EuropeAid/F3.

The Desk Phase – In February/March 2008 the evaluation team consulted and interviewed key persons in: Concord/DEEEP/TRIALOG/ European Parliament and the Development Education Forum; interviewed key staff from AIDCO/ DG DEV/ DG EAC and other relevant persons currently or previously connected with Development Education (See Annex 7); and analysed in depth the relevant legal framework, the procedural/strategy evaluation and selection documents and all other relevant documentation and information pertinent to Development Education. Finally statistical analysis was conducted to select the 40 projects to be visited during the field phase.

The Field Phase – In May/June 2008 the evaluation team visited 22 countries over a period of six weeks to gather findings from a total of 39² projects. Eighty-six interviews were conducted directly with NGOs, 39 with national platforms and DE fora, and 24 with government ministries and agencies (plus 7 with other bodies such as other key NGOs, European platforms and other relevant organisations³). A total of 245 persons have been met (See Annex 8 for the complete list of contacts of the field phase). The interviews were based on standardised and semi-open evaluation questionnaires for the projects and national platforms and DE fora. Non-standardised evaluation questionnaires were used for government ministries and agencies, however they were guided by the overall evaluation questions (See Annexes 4, 5 and 6 for all questionnaires) elaborated by the mission.

² In agreement with the EC 40 projects were originally selected; however, the promoters of project UK 2000-10248 could not be contacted by the evaluation mission team and therefore this project is not included in this evaluation.

³ CONCORD, the North-South Centre of the Council of Europe and GENE being the most relevant.

These are grouped under the five evaluation criteria: relevance; efficiency; effectiveness; impact; and sustainability. Each criterion is in turn broken down into findings at programme level and project level.

Report Writing and Completion phase – In July/August 2008 the evaluation team analysed the information gathered during the field phase to produce country reports, which were used to elaborate the analytic findings that have been synthesised into the final evaluation report.

Context

The DE/AR programme was originally set up in 1979 aimed at raising awareness of development issues amongst European citizens. From 1998 to 2006, the legal basis for the programme was provided for by Council Regulation (EC) No 1658/98 (OJ L 213, 30/07/1998 p.0001-0005) adopted on 17 July 1998 covering the “Co-financing with European Development NGOs” programme. This programme was replaced in 2007 by the “Non-State Actors and Local Authorities in Development” programme under Article 14 of Regulation (EC) No 1905/2006, adopted by the European Parliament and the Council on 18 December 2006. This regulation established the Development Co-operation Instrument (DCI), which constitutes the legal basis of this new thematic programme.

The last evaluation of Development Education under the “Co-financing with European Development NGOs” budget line was conducted in 1998. The study was based on projects implemented in five countries and assessed the integration of DE in the Formal Education Sector (FES). The overall conclusion of the 1998 evaluation was that NGOs were the best initiators of DE; however it was recommended that there should be more synergy and collaboration between schools and NGOs to integrate DE into the FES.

Evaluations of the former thematic programmes “Co-financing European Development NGOs” and “Decentralized Co-operation”, dating respectively from 2000 and 2006, focus on developing countries and highlight that: 1) the success rate of the actions supported, in terms of immediate results, was higher than that of most other co-operation instruments, which seems to confirm the advantage of working with civil society organisations; and 2) an effort was made to work more closely with local organisations. The conclusions and recommendations of these evaluations have been incorporated into the “Non-State Actors and Local Authorities in Development” programme to help ensure a more integrated, decentralised, multi-actor, multi-sector approach to development co-operation and development education and awareness raising. In general, the stated aim of the new programme is to find a more integrated, decentralised, multi-actor, multi-sector approach to development co-operation that reflects calls for the programme to be more inclusive.

This evaluation examines the gradual changes introduced into the programme procedures, such as the introduction of Calls for Proposals for the selection of projects in 2000 and of Concept Notes, the two-stage selection procedure initiated in the 2006 Call for Proposals. The three main objectives of both programmes: objective 1- development co-operation in developing countries; objective 2 – DE/AR in Europe; and objective 3- facilitating coordination and communication through networks in the EU are almost the same except that objective 3 in the “Non-State Actors and Local Authorities in Development” programme refers to networking between the new eligible actors in addition to EU Development NGOs as in the former programme.

The types of projects funded, priorities, evaluation of proposals, eligibility criteria, categories of applicants, co-financing and monitoring of projects were modified from 2000-2006 under the “Co-financing European Development NGOs” programme. In the “Non-State Actors and Local Authorities in Development” programme this process has been refined further but the procedures in the categories mentioned above remain broadly the same. A more significant change for the “Co-financing European Development NGOs” programme was the inclusion of 10 New Member States in 2004 and 2 more in 2007, while the greater number of eligible actors under the “Non-State Actors and Local Authorities in Development” programme has considerably broadened the scope of the DE/AR component of the programmes in Europe from 2007.

Overview of the projects financed

The thematic programme “Co-financing with European Development NGOs” co-financed approximately 690 Development Education projects between 1998 and 2007.

All the projects were proposed and implemented by NGOs in the framework of the general orientations of the thematic programmes, resulting in a wide variety of projects over the evaluation period.

The evaluation mission team statistically analysed the following data for all the projects: distribution of projects by year and country; distribution of projects by theme; evolution of project budget amounts; and funded NGOs.

A pre-selection of 337 projects provided by the unit responsible for the programme management within DG EuropeAid, Unit F3, provided the basis for the selection of projects to be visited during the field phase. The number of pre-selected projects was first reduced through a reasoned choice to a list of 80 projects, respecting the general distribution of projects by year, theme, nationality/consortium and budget size.

A second round of selection was then made, based on the same criteria, following which a list of the 40 final projects⁴ to be visited was identified. About half the 40 projects were selected respecting the general distribution of projects by year, theme, nationality/consortium and budget size, while the other half was selected after consultation with F3 staff. Four targeted projects (projects identified outside the call for proposals system) were automatically included in the list:

- DEEEP⁵ and TRIALOG⁶, for their strategic role within the programme

- Two NGO platform "Presidency projects": Finland⁷ and Slovenia⁸

⁴ The final selection of 40 projects is not complete or perfectly representative of the overall diversity of the funded projects. Countries with higher numbers of funded projects are under-represented in order to include countries with a limited number of projects and special attention was given to multi-projects and to capacity building packages to ensure their inclusion in the list.

⁵ Development Education Exchange in Europe Project DEEEP is a targeted project.

⁶ TRIALOG is a targeted project aimed at strengthening development co-operation in the enlarged European Union and acceding States.

⁷ Call for coherence.

The 40 projects selected for the evaluation involved 120 NGOs in 25 of the 27 EU countries (excluding Bulgaria and Romania as they only acceded the EU in 2007). Of these projects, since 2005, a number of 13 out of the 40 projects were funded through Calls for Proposals and 11 of these 13 projects were consortiums combining NGOs from Old Member States (OMS) and New Member States (NMS). In particular, these consortiums projects reflect the geographical emphasis of the programme since 2004 to develop the EU dimension in the programme when 10 NMS acceded the EU.

Conclusions

The “Co-financing with European Development NGOs” and then “Non-State Actors and Local Authorities in Development” thematic programmes represent unique demand driven programmes related to civil society at EC level. At the programme level, global inter-dependence makes DE/AR increasingly relevant in the EU. Close partnerships within civil society both within the EU and outside it are necessary to raise awareness of development issues amongst European citizens. While, on the one hand, the wide scope of both the “Co-financing with European Development NGOs” and “Non-State Actors and Local Authorities in Development” programme highlight the limited precision of their formulation, on the other hand this has enabled the right of initiative⁹ to be fully respected; it allowed also the programme overall to meet the Development Cooperation priorities of global civil society which enriches the financed projects. There are many different models for supporting DE/AR at the national level and to complement this both programmes have provided support for DE/AR activities at the EU level, which is a unique feature of the EC programme. In some countries the programme has supported the majority of DE/AR activities, at the national level, where governmental support is low. Without the programme DE/AR activities would not have occurred in these countries, so in this way the programme demonstrates an added value in reaching European citizens through DE/AR activities at the EU level.

Over the evaluation period three main phases of growth can be identified. Phase one (1997-1999) can be characterised by the achievement of making DE more visible on the political agendas of most OMS. Phase two (2000-2006) was a period of considerable change in the procedures of the programme which coincided with the accession of the 10 NMS in 2004, which created two distinct dynamics within the programme and highlighted a large gap between the levels of development between societies in OMS and more fragile societies in the NMS. During this phase the EU dimension became a major priority for the programme particularly the need to coordinate DE/AR activities between all the Member States. The programme’s use of consortia, networks and targeted projects has helped to bridge the gaps between these two distinct dynamics and they have been efficient elements in the programme. Phase three (2007-2013) under the “Non-State Actors and Local Authorities in Development” programme can be seen as an opportunity to renew the vision of the EC DE/AR programme in OMS and consolidate the phase one objectives of greater DE visibility in the NMS. The strategy for consolidating DE visibility in NMS can be based on the experiences and lessons learned from phase one and two of the programme experiences in OMS.

In particular, **the programme has been successful in:** Applying the right of initiative and the Call for Proposals mechanism to select good projects relevant to the programme objectives; developing actions of DE/AR in all Member States, in particular in NMS where DE/AR was almost unknown before their accession to the EU, and mobilizing the expertise of a very high number of NGOs throughout the EU

⁸ Difference is our strength.

⁹ The right of the eligible actors participating in the Programme to propose projects according to their evaluation of the development needs.

(331 NGOs as main applicants in 690 projects); empowering DE Fora within the national platforms and linking them through the DE Forum of CONCORD, in particular through the targeted project DEEEP, which represents a strong contribution as sustainable coordination mechanisms for achievement of the long-term objectives of the programme. In particular, the coordination of actors resulted in the formulation of the DE Consensus, achieving broad results on the fields of: 1) knowledge and growing harmonisation of DE/AR activities; 2) political support for DE/AR and especially in NMS (e.g. the Czech Republic, Poland); 3) empowerment of CONCORD's DE Forum and other European networks; and finally associating with other initiatives such as the Development Centre of OECD, the North-South Centre of the Council of Europe and GENE, which have supported the programme as coordinators/resources for DE/AR activities at the EU level, in particular through peer review processes.

However **the programme has been less successful in:** using the Call for Proposals mechanism to impulse strategic pan-European initiatives and ensure continuity for some good initiatives (e.g. project 1999-10158 the clean clothes campaign; project 2000-10273 on immigration); developing an overall strategic vision in both the “Co-financing European Development NGOs” and “Non-State Actors and Local Authorities in Development” programmes; establishing a clear definition of expected results and indicators of achievement for both programmes; systematizing experiences of the funded projects and capitalizing on them, in particular in terms of best practices; taking full advantage of the links established between grass-roots level, regional approaches, national level (DE Fora, NGOs platforms, national governments) and European level, and bridging the gaps between these levels; promoting the formulation of national strategies on DE/AR (as has been done in Spain), to which the DE Consensus can provide strong orientations; making DE/AR a priority of the EU or national political agendas, which is still an ongoing task, and getting higher political support at all levels. In particular, the programme did not sufficiently encourage the dialogue between Ministries of Foreign Affairs (MFA) and Ministries for Education for a greater progress on the inclusion of DE in the school curriculum. Finally coordination mechanisms have not been foreseen between new eligible actors for their interaction at the EU level.

The formulation of the “Non-State Actors and Local Authorities in Development” programme is consistent with the still fragile development of civil society organisations¹⁰ in NMS through retention of the special conditions (eligibility criteria) that allows them, and acceding EU countries, to participate in the programme. However these eligibility criteria could also be extended for some OMS such as Portugal, Greece and Denmark whose societies see themselves as comparable in some ways to NMS. This would allow a greater participation of organisations in the programme from the countries that really need the support from the EC programme. Finally the evaluation team concludes that, overall, the programme is facing a growing imbalance between its ambitions and available means: geographical EU enlargement in 2004 and the recent introduction of new eligible actors into the “Non-State Actors and Local Authorities in Development” programme. Whilst the introduction of the NMS and new eligible actors are elements that significantly broaden the reach of DE/AR in Europe the infrastructure, which will allow the EU programme to achieve its overall ambitions, is still in the process of being created, especially at the EU level where the development of civil society in NMS is still fragile. With the introduction of the new eligible actors, an increasingly unequal civil society participation of Member States in the programme may occur unless new and stronger coordination mechanisms are prioritised to coordinate these new actors in both new and old Member States to ensure their participation at the EU level.

¹⁰ Civil Society has significantly developed in the last 20 years. What remains is a lack of capacity of organisations and less familiarity with development issues.

At project level successes have been supported by the actions of the funded **projects, of which the main positive aspects are:** the majority of the projects visited during the evaluation achieved their anticipated results; a large scope of actors has been reached within the European Civil Society; awareness has been raised on a wide scope of themes: general policy issues, globalization, solidarity, economy, human rights, trade, fair trade, finance, debt relief, tourism, gender, workers' rights, children and youth, health, migration, education, food security, agriculture, environment, local development, and MDGs; consortia with a thematic focus and/or that involve families of NGOs, as well as networks, have had more impact in terms of European dimension, effectiveness and efficiency; campaigning, combined with advocacy, with actions from grass-roots to European levels, have had a greater impact in terms of change of attitude of different stakeholders (general public, local authorities, decision makers, enterprises); the strategic use of targeted projects has helped to achieve the objectives of the "Co-financing European Development NGOs" programme; DEEEP has been an important coordination mechanism for increasing dialogue, promoting exchanges of best practice, and building networks and partnerships at EU level and between national platforms and the EU; the contribution of TRIALOG in improving dialogue and building capacity in its work with NMS and accession states has been effective; Presidency Projects have contributed to strengthening national platforms and DE Fora as well as in some cases encouraging multi-stakeholder working for DE (Portugal, Finland); Finally capacity building projects have helped to build NGO expertise, enabling them to participate in consortia which has been necessary since many NGOs have not been able to build up their experience through managing grants at the national level.

Overall the team noted that the **projects faced difficulties in:** the overall broadening of the target groups, however there were innovative working methods noted specifically in the areas of fair-trade, the environment/commodity chain approaches, corporate social responsibility and multi actor partnerships such as those with Trade Unions, youth workers and links to diaspora groups which can be considered as best practices in the projects evaluated during the mission. In general, advocacy projects have not targeted a wide range of government ministries or sufficiently lobbied at the EU level, which could have extended the reach of DE/AR. Projects in the education sector appear to have limited DE/AR progress in getting on the school curricula in many Member States by failing to include advocacy initiatives aimed at the European Parliament or the Council of the European Union (who have previously supported DE/AR to be included in school curricula), which has been a lost opportunity. Additionally these projects did not establish sufficiently strategic mechanisms for the sustainability of their actions (e.g. through efficient use of multipliers, inclusion in teacher training courses, systematisation of educational work and effective coordination of actors in the education field).

Overall the evaluation team concludes that in relation to the success of the programme, the projects have largely met their objectives to mobilize EU citizens in favour of development cooperation. In NMS the programme has been the catalyst to initiate DE/AR activities, which contributed to changing the public perception in these countries about development cooperation. The impact is notable in these countries as the EC programme has in many cases been the main (or only) funder of DE/AR at the national level. In OMS the picture is varied and it is harder to measure the programme's concrete impact due to the complexity of identifying precisely how civil society is influenced. In most OMS countries, government funding is relatively high for DE/AR activities at the national level, particularly compared with NMS. Within OMS, NGOs expertise has grown considerably and some useful DE/AR exchange experience has occurred between OMS and NMS, which has enriched the area of DE/AR generally. In these ways, over the evaluation period, the EC programme has contributed to a growth in awareness amongst EU citizens of development issues.

Recommendations

Recommendations of the evaluation team focus on improving the general mechanisms and procedures for the implementation of the “Non-State Actors and Local Authorities in Development” programme in three directions at programme level.

Firstly, the nature of the demand driven programme must be maintained as the right of initiative allows the eligible actors to identify themselves the needs in the field of Development Education and Awareness Raising, due to the expertise of all eligible actors on development issues. The restricted Call for Proposals must be kept as the main mechanism to identify projects with a multi-stakeholders approach, as it demonstrated its capacity to selecting good initiatives, though it should be improved through an adjustment in the definition of priorities (European dimension and partnerships between OMS and NMS, coalition work with multi-stakeholders, combination of modus operandi, capacity building) and evaluation grids (links between levels of intervention – from local to European-, sustainability). Thematic focus to avoid the scattering of the EC funded projects and to improve performance indicators is not recommended for “standard” projects, as needs vary from one Member State to the other. Thematic networks actually are efficient in limiting this scattering, but for a limited number of Member States. To bridge the gaps identified by the evaluation, the following other mechanisms should be set up and/or reinforced.

The second direction is aimed at improving the coordination and the strengthening of actors. The present evaluation team concluded that:

- NGOs national platforms and particularly their DE Fora present some weakness in terms of their leading and coordination role as well as financial and organizational capacity (with some notable exceptions such as in the United Kingdom, The Netherlands, Germany and Finland).
- Co-ordination and exchange of experiences supported by a European coordination such as the DE Forum significantly contribute to building a common vision on the goals and methods of DE/AR in the EU Member States, as well as to supporting national strategies (e.g. in Spain), linking advocacy work at national and European level, and facilitating a higher profile of DE/AR in NMS.

Consequently, the evaluation team recommends that core funding is allocated to the weakest national DE Fora, in particular in NMS, to ensure an effective coordination work at national level and between national and European level. It also recommends to core fund the European structures for DE/AR within the coordination bodies of the different eligible actors.

Better dialogue between eligible actors and government institutions should be encouraged, through a more important participation of MFAs and development agencies to European events (conferences, seminars ...) in order to promote a better linkage between national and European initiatives in the field of DE/AR.

Thus, the evaluation team recommends increasing the budget of objective 3, in order to bridge the gaps through an improvement of coordination mechanisms.

Finally, the third direction is the promotion and empowerment of strategic initiatives in a pan-European perspective that involve different eligible actors. Experience from the projects visited shows that better results in raising awareness and changing attitudes of citizenship and public and private decision makers are gained from coalition work with different stakeholders and joint actions at an as large as possible

European level¹¹. Networks and families of NGOs as well as thematic consortia have succeeded over time, and for a limited number of countries, in identifying and implementing partial partnerships with different now eligible actors under the “Non-State Actors and Local Authorities” programme. The relevance, efficiency, effectiveness, impact and sustainability of the programme would gain from stronger partnerships between eligible actors based on a common vision at the pan-European level in strategic areas such as food security, decent work, migration and environment.

Consequently, the evaluation team recommends the set up of an advisory multi-stakeholders group, composed of experts of each kind of eligible actors from the European coordination, which would discuss strategic interventions and priority themes or areas at the pan-European level (e.g. environment, migration, workers’ rights), aiming at improving the programme’s coherence in the frame of the right of initiative.

In terms of the standard and targeted projects, the evaluation teams recommends that a broader and in-depth study of *only* the projects funded under “Co-financing European Development NGOs” programme should be carried out to draw out a more systematic collation of best practices and lessons learned from the programme, which has not been possible within the scope of this evaluation. This study could be used to better inform project selection and evaluation under the “Non-State Actors and Local Authorities in Development” programme. It could also form the basis for information management of the institutional memory of the projects and be a strong resource for DE/AR activities. The evaluation team suggests this study could be developed in collaboration with universities or institutions to further integrate DE/AR activities in this area. The evaluation team recommends that the EC should also continue to fund coordination and networking through consortia and network projects at the EU level since it is a unique feature of the programme and an efficient practice to achieve the EU dimension, which should remain a priority of the programme.

The evaluation team recommends that the special conditions (eligibility criteria) for NMS and acceding countries are retained and the EC should consider extending these conditions to other OMS (e.g. Portugal/Greece) that have had limited participation in the programme because they are unable to meet these conditions. The team recommends the EC should revise the evaluation grid to give more emphasis to networking between OMS and NMS, sustainable outputs, stronger DE/AR methodologies, targeting broader target groups (e.g. particularly prioritising parents and teachers in the formal education sector, economic actors, diaspora and migrant groups) and promote synergy with national strategies since this would achieve greater coherence and integration at all levels for DE/AR activities. The evaluation team recommends that in campaigning and advocacy projects, selection criteria should include evidence of a rigorous connection between the grass-roots and national/EU level such as a “commodity chain approach” to be effective.

¹¹ See projects 1999-10158; 2000-10280; 2000-10273; 2000-10282; 2003-12376; 2005-97538; 2006-131201; 2006-131675; Annex 10.

The evaluation team also specifically recommends the EC should offer more support such as training, and information on handling budgets, implementation and accountancy to capacitate *all eligible actors* in NMS so that they can develop the capacity to lead consortia in these countries. Finally capacity-building projects should be prioritised for all the new eligible actors, and specifically in NMS, to ensure their participation in the new programme. Other key general recommendations include the elaboration of national strategies in all EU MS; baseline studies in all 27 EU countries in collaboration with Member States to ensure a pan-European mapping of DE in Europe and finally the evaluation team recommends the EC to evaluate the financial means necessary for the achievements of the overall objectives of the “Non-State Actors and Local Authorities in Development” programme given the complexity of the inclusion of new actors.

Recommendations are also addressed to Member States, national platforms and DE fora, individual Non-State Actors and Local Authorities, as well as NGOs and other bodies and networks involved in DE/AR and include recommendations for the creation of national multi-stakeholder groups, the elaboration of national strategies, with the participation of regional and local levels and the strengthening of national platforms. The creation of the DE/AR infrastructure at all levels, not just the EU level, can help to ensure the EC programme will be able to achieve its objectives of changing the perception of EU citizens since the reach of DE/AR activities can be extended from the EU level down through the national, regional and local levels to reach these citizens.

2. EVALUATION FRAMEWORK

2.1 Brief background of the Development Education programme

In 1976 budget line B7-6000 (from 2004, budget line 21.02.03)¹² was set up to enable the European Commission to support actions proposed by European NGOs specialised in development co-operation. It was set up within the general framework of the European Union's commitment to combating poverty, promoting the rule of law and adherence to fundamental freedoms set out in Article 177 (former Article 130u) of the Treaty establishing the European Community. The actions supported by this budget line were intended to make a direct and lasting contribution to improving the living conditions and development prospects of the disadvantaged and marginalised populations in developing countries.

In 1979 a new component was included in this thematic programme aimed at raising awareness of development issues amongst European citizens. Since then approximately 10% of this budget line's funds have been allocated to co-finance these Development Education activities. The budget remained stable until 2006 when an additional €10 million was allocated to support these actions in the New Member States¹³ which acceded to the EU in May 2004 (EU-10), raising the overall budget percentage to 14%.

Council Regulation (EC) No 1658/98 (OJ L 213, 30/07/1998 p.0001- 0005) adopted on 17 July 1998 provided the legal basis for this budget line.

The new thematic programme "Non-State Actors and Local Authorities in Development", introduced in 2007, replaced the earlier programmes "Co-financing with European Development NGOs" and "Decentralized Co-operation". The Development Co-operation Instrument (DCI) (Regulation (EC) No 1905/2006, adopted by the European Parliament and the Council on 18 December 2006), and more particularly its Article 14, constitutes the legal basis of this new thematic programme. Raising the awareness of European citizens on development issues remains one of the core objectives of this thematic programme.

The last evaluation of Development Education activities under the Co-financing with European Development NGOs budget line was conducted in 1998. The study was based on projects implemented in five countries: Italy, Germany, UK, Spain and France, and aimed at assessing the integration of DE specifically in the Formal Education Sector.

The evaluation highlighted the following key points of the DE programme:

- The diversity of projects
- DE in the formal sector represents 17% of the overall budget for DE¹⁴.

¹² Co-financing with Non-Governmental Organisations NGOs budget line from 17.07.1998 until the new thematic programme entered into force 18.12.06.

¹³ In 2004 10 New Member States - Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovak Republic and Slovenia – acceded to the European Union, followed by Romania and Bulgaria in 2007.

¹⁴ The figures are as follows for each of the countries visited: Italy 27%, Germany 18%, UK 14%, Spain 10% and France 8.5%.

- Despite similar education systems in each country, schools need external incentives from NGOs in order to make development education an integral part of the school curriculum.
- NGOs are the main promoters of DE.

The evaluation concluded that NGOs, as the main promoters of Development Education, should be clear about their own objectives and should identify and engage in self-evaluation in order to have an impact on DE in the Formal Education Sector (FES). It also noted that they should have sound knowledge of the FES and be able to make use of social and cultural movements to influence changes in FES development education policy. The evaluation also highlighted that DE integration occurs most often where projects involve the participation of target groups, draw on lessons learnt and where these lessons are in turn built on and supported.

The overall conclusion of the 1998 evaluation was that NGOs were the best initiators of DE; however it was recommended that there should be more synergy and collaboration between schools and NGOs to integrate DE into the FES. European Commission co-financing of Development Education also helped generate other sources of funding for DE work and broadened the reach of DE. No specific change was recommended to the Commission's project selection procedures.

The most recent evaluations of the former thematic programmes "Co-financing with European Development NGOs" and "Decentralized Co-operation" date from 2000 and 2006 respectively and focus on developing countries. The evaluation of the "Co-financing with European Development NGOs" programme highlighted the success rate of the actions supported. The results were higher than in most other co-operation instruments, which seemed to confirm the advantage of working with civil society organisations. In the "Decentralized Co-operation" evaluation in 2006 a key observation was that an effort was made to work more closely with local organisations thus moving towards an even greater integrated approach to development cooperation.

2.2 Purpose of the evaluation

The stated overall objective of the evaluation is to strengthen the Commission's ability to draw on lessons from past and on-going actions for future programming and project identification.

The evaluation seeks to verify to what extent the funded projects have reached the objective of raising awareness, specifically amongst citizens of Member States, of development issues. It seeks to evaluate specifically how the impact of projects can improve "to mobilize public support in Europe for development, for strategies and policies for poverty reduction as well as for actions benefiting the poorer sections of populations in developing countries" (See Annex 1 for TOR)

The evaluation has the specific objective of helping to define the European Commission's strategy on DE and making recommendations to improve the overall impact of DE projects, particularly now that the programme falls within the new framework of the "Non-State Actors and Local Authorities in Development" thematic programme. It will also provide lessons aimed at fostering the full and active participation of EU citizens in the eradication of world-wide poverty and the fight against exclusion. Finally "the evaluation shall come to a general overall judgement on the extent to which DE projects have

contributed to change people's perception of development themes and to what extent the personal commitment and support to development co-operation policy by the European citizens has increased” (See Annex 1).

2.3 Evaluation methodology

This evaluation centres on approximately 690 projects financed under the “Co-financing European Development NGOs” Programme (1998-2007).

The evaluation exercise can be broken down into three parts:

1. An ex-post evaluation for the DE component of the programme and 26 of its 552 completed projects (plus 1 of the 12 completed targeted projects¹⁵)
2. An evaluation of 10 of the 122 ongoing projects (plus all 3 ongoing targeted projects)
3. An ex-ante evaluation of the new thematic programme "Non State Actors and Local Authorities in Development".

All three aspects have been considered throughout the evaluation process.

The evaluation process comprised four main phases: the Structuring phase; the Desk phase; the Field phase; and the Report Writing and Completion phase.

The Structuring phase

During this phase the evaluation team:

- met the Reference Group convened by the Commission to follow the evaluation and other relevant actors
- agreed and modified the Terms of Reference (See Annex 1)
- structured and validated the Evaluation Questions (See Annex 4) that respond to the standard evaluation criteria: relevance; efficiency; effectiveness; impact; and sustainability.
- gathered and analysed all relevant information and documentation for the evaluation.

The Desk phase

During this phase the evaluation team analysed mainly statistical data on the 690 projects funded since 1998. The projects were first broken down by time periods: 1998-1999; 2000-2003; and 2004-2007.

¹⁵ Targeted projects are projects selected outside the Call for Proposals system, in order to finance cross-cutting strategic actions.

These periods reflect the major periods of change experienced by the thematic programme during the evaluation period and may be characterised as:

1997/8-1999 - Development education projects were selected by a small team of internal evaluators; the programme was characterised by smaller individual projects and multi-projects (actions comprising several micro-projects).

2000-2003 – New procedures were introduced into the thematic programme Co-financing with European NGOs in order to streamline the selection process (Calls for Proposals; evaluation by external evaluators). Measures to allow the possibility of financing projects with consortia of NGOs and support for capacity building actions were also introduced.

2004-2007 – The enlargement of the European Union in 2004 gave the thematic programme a wider geographical focus than in the past and allocated it an additional budget. Emphasis was also given to projects providing cross-cutting experience from Old Member States to New Member States, in order to improve the capacity of NGDOs in NMS.

Following on from the breakdown of the 690 projects by time period, the projects were categorised by geography, theme, budget size and type of intervention. Working from this inventory, the evaluation team presented a list 80 projects from which 40 projects were selected for the field phase.

In addition to its statistical analysis and selection of the projects, the evaluation team:

- interviewed key staff from AIDCO/DG DEV/DG EAC and other relevant persons currently or previously connected with Development Education
- interviewed key persons in: Concord/DEEEP/TRIALOG/ and the Development Education Forum
- interviewed staff in the European Parliament
- analysed in depth the relevant legal framework and procedural/strategy evaluation and selection documents and all other relevant documentation and information pertinent to Development Education, as well as the files of the 40 projects.

(See Annex 7 for the full list of contacts met during the desk phase)

At the conclusion of the Desk phase the evaluation team presented the Desk Phase Report together with:

- the 40 selected case studies, with the selection criteria applied and the relevant questions, judgement criteria and indicators (See Annex 6).
- a draft work programme (work plan) for the field study, including the list of 40 DE projects and organisations to be visited (See Annex 9).
- a final set of identified evaluation questions with appropriate judgement criteria and the relevant quantitative and qualitative indicators (See Annex 4).

- preliminary conclusions based on the analysis of the DE component of the Co-financing with European NGOs thematic programme¹⁶.

The Field Phase

Following the formal approval of the Desk Phase Report the evaluation team proceeded with the work plan laid down for the 40 selected projects. Prior to starting the visits in the field the team had one week in Brussels to plan, communicate and coordinate the interviews. The projects were distributed evenly across the team taking into account country specific knowledge and language skills. Each evaluator had a geographical distribution, which facilitated a regional perspective across the entire European Union, in order to maintain checks and balances throughout the mission.

In addition to the 40 selected projects and some of their target groups visited in the field, the team met in each country the Non-Governmental Development Organisation (NGDO) platforms and Development Education working groups and endeavoured to meet representatives of the MFAs/Ministries of Education where Development Education is implemented at country level.

Two different questionnaires were prepared: one for the implementing NGOs (See Annex 6); and the other for National Platforms and DE Working Groups (See Annex 5).

The team aimed to maximise the visits in each country: eighty-six interviews were conducted directly with NGOs, 39 with national platforms and DE fora, and 24 with government ministries and agencies (plus 7 with other bodies such as other key NGOs, European platforms and other relevant organisations). A total of 245 persons have been met (See Annex 8 for the complete list of contacts of the field phase). The team also organised interviews through other methods (phone/email) to gain some input from these contacts.

Country profiles on the missions were produced, forming the building blocks for the final report.

The Final Report

The Final Report has been collated from information gathered during the Desk phase and the Field phase. The information has been synthesised to give a clear picture of the dimension of Development Education at the macro and micro level, and in accordance with the purpose of the evaluation, it draws final conclusions and recommendations. The evaluation deals mainly with qualitative rather than quantitative data, especially in the detailed evaluation of the 40 projects. The report overall provides answers to the evaluation questions.

¹⁶ In agreement with Unit F3 the idea of submitting a questionnaire to be sent to all grant beneficiaries was abandoned, however it was replaced with a global analysis of the 674 funded projects of the programme followed by the visit of the 40 selected projects and the major executing NGOs.

2.4 Acknowledgements

The evaluation team would like to thank the European Commission, in particular the team from Unit F3 of EuropeAid, the team of the Development Education Forum of CONCORD Europe, the people met working in the projects visited, the staff of the ministries and development co-operation agencies, the national NGOs platforms, development education platforms and DE/AR working groups. The team also wishes to thank other key persons from networks or institutions related to DE/AR, in particular the North-South Centre of the Council of Europe, the OECD DAC and GENE (Global Education Network Europe), for their kind reception of the evaluators, their support and their open, informative, enriching and constructive discussions.

2.5 Disclaimer

The report reflects the independent views of the consultants, and therefore in no way represents the opinion of the European Commission. The evaluation team is fully responsible for any errors or misunderstandings in this report.

3. CONTEXT

3.1 Legal Framework: legal basis for EC support in the area of DE/AR

During the evaluation period (1997-2007) the legal basis for the Development Education component falls under two Council Regulations, respectively:

1) Council Regulation No 1658/98, which provides the legal basis for the former budget line "Co-financing operations with European Non-Governmental Development Organisations" covering 1997-2006 of the evaluation period and

2) Council Regulation No 1905/2006 establishing the Development Co-operation Instrument (DCI) and more specifically Article 14, which constitutes the legal basis for the new thematic programme "Non-State Actors and Local Authorities in Development" covering the year 2007 of the evaluation period.

Council Regulation No 1658/98 of July 17 1998 on co-financing operations with European non-governmental development organisations (NGDOs)

This legal instrument provides the legal basis for the DE component of the programme and covers co-financing operations with European Non-Governmental Development Organisations (NGDOs). The document sets out the legal framework under which DE operates, which is specifically contained in Article 1(2) and Article 2(2) and (3). The legal framework outlines the objectives and priorities of the programme with an emphasis on the quality and the European dimension of projects, and coordinated and targeted actions.

Council Regulation No 1905/2006 establishing the Development Co-operation Instrument (DCI)

In January 2006 the Commission adopted the Communication from the Commission to the Council, the European Parliament (EP), the European Economic and Social Committee and the Committee of the Regions, outlining a new thematic programme, the "Non-State Actors and Local Authorities in Development". The programme falls within the legislative framework governing the EU's external actions. The "Non-State Actors and Local Authorities in Development" thematic programme sits under the Development Co-operation Instrument (DCI), specifically its Article 14.

The "Non-State Actors and Local Authorities in Development" programme¹⁷ succeeds both the "Co-financing with European Development NGOs" and Decentralised Co-operation programmes. It is "actor-oriented" rather than "sector-oriented". It supports the stakeholders' "right of initiative" by providing financial resources for actors' own initiatives. According to the principle of *subsidiarity* enshrined in the DCI Regulation, it supports those actions when geographical programmes are not the appropriate instruments. It also complements the support that other "sectoral" thematic programmes can provide for the same actors, in particular the instrument for Democracy and Human Rights (EIDHR).

¹⁷ It should be noted that according to the Multiannual Strategy 2007-2010 for this thematic programme, the DE component represents 14% of the overall budget allocated to EU Member States, while 82% is designated for actions in partner countries and 2% for co-operation and networking activities in Europe.

The policy is based on the European Consensus on Development,¹⁸ which includes a specific reference to DE/AR.

The main differences¹⁹ between the previous legal instrument, Council Regulation No 1658/98 (which formed the basis for the “Co-financing European Development NGOs” programme) and Council Regulation No 1905/2006 which forms the basis for the “Non-State Actors and Local Authorities in Development” programme are the following:

- The programme's legal basis is no longer a specific regulation concerning only one programme. The DCI Regulation is the legal basis for geographical programmes in Latin America, Asia, Central Asia, the Middle East, and South Africa, and for five thematic programmes, including the NSA and LA in Development.
- The DCI Regulation is part of a new legislative framework for external co-operation (which includes eight instruments²⁰).
- The thematic programmes included in the DCI regulation are considered as subsidiary to geographical instruments.
- All kinds of non-profit non-state actors (NGOs, social partners, trade unions, youth organisations, academic institutions, independent political foundations, etc.) and Local Authorities, from both the EU and partner countries, are eligible for the programme. The inclusion of multi-actors aims to increase "recognition of the importance of working together",²¹ and highlights the already complementary efforts of local authorities and non-state actors to act as a bridge between different levels.
- Overall objectives and priorities are largely unchanged between those stated in the “Co-financing European Development NGOs” programme and the “Non-State Actors and Local Authorities in Development” thematic programme.
- Awareness raising and education for development activities will continue to be supported in the EU and in acceding countries²².
- Co-ordination and communication are also broadened between civil society and local authorities and between other stakeholders active in debates on DE/AR.

¹⁸ “The EU supports the broad participation of all stakeholders in countries’ development and encourages all parts of society to take part. Civil society, including economic and social partners such as trade unions, employers’ organizations and the private sector, NGOs and other non-state actors of partner countries in particular play a vital role as promoters of democracy, social justice and human rights. The EU will enhance its support for building capacity of non-state actors in order to strengthen their voice in the development process and to advance political, social and economic dialogue. The important role of European civil society will be recognized as well; to that end, the EU will pay particular attention to development education and raising awareness among EU citizens.”

¹⁹ It should be noted however that the differences are not exclusive to DE however they do affect the legal context in which DE activities are carried out.

²⁰ The Instrument for Pre-Accession (IPA), the European Neighbourhood and Partnership Instrument (ENPI), the European Instrument for Democracy and Human Rights (EIDHR), the Instrument for Stability (IfS), the Instrument for Nuclear Safety, the Instrument for Co-operation with Industrialised Countries, the 10th European Development Fund (EDF), and the Development Co-operation Instrument (DCI).

²¹ “Non-State Actors and Local Authorities in Development” Strategy paper 2007-2010

²² The legal basis had in mind Bulgaria and Romania when adding acceding countries to the new legal instrument, but both acceded in 2007.

- The objectives in both programmes emphasize sustainable development, fairer relations between developing and developed countries and the reinforcement of civil society as a factor of progress and transformation.
- In terms of priorities, emphasis is placed on cross-border and regional initiatives, programmes for children and youth, active citizen involvement in development issues, capacity building and the promotion of best practices between north and south.

3.2 Definitions of DE/AR in the legal basis

For the purposes of the evaluation, the definition of Development Education/Awareness Raising set out in Council Regulation No 1658/98 of July 17 1998 on “Co-financing with European Development NGOs” is considered the base definition of DE for the programme.

Article 1 (2) of the regulation states:

“The Community shall also co-finance with European NGOs, as defined in Article 3, public awareness and information campaigns in Europe about development problems in the developing countries and their relations with the industrialised world. Such operations shall be [...] designed to mobilise support in Europe for development and for strategies and operations benefiting people in the developing countries.”

The objectives and priorities are outlined in Article 2 (2):

“Public awareness and information operations in all Member States, to be implemented under Article 1(2), shall be targeted at clearly defined groups, deal with clearly defined issues, be founded on a balanced analysis and a sound knowledge of the issues and groups targeted, and involve a European dimension.

Though the quality of the operation is paramount, special attention shall be given to public awareness operations which:

- *highlight the interdependence of the Member States and the developing countries;*
- *seek to mobilise support for more equitable North-South relations;*
- *encourage co-operation between NGOs;*
- *enable partners in the developing countries to play an active part.”*

In the “Non-State Actors and Local Authorities in Development” thematic programme, the definition is laid down in Article 14 1 (b) of EP and Council Regulation No 1905/2006:

"b) increase the level of awareness of the European citizen regarding development issues and mobilise active public support in the Community and acceding countries for poverty reduction and sustainable development strategies in partner countries, for fairer relations between developed and developing countries, and reinforce civil society and local authority roles for these purposes;"

Article 14 2 (b) continues:

"(b) raising public awareness of development issues and promoting education for development in the Community and in acceding countries, to anchor development policy in European societies, to mobilise greater public support in the Community and acceding countries for action against poverty and for fairer relations between developed and developing countries, to raise awareness in the Community of the issues and difficulties facing developing countries and their peoples, and to promote the social dimension of globalisation."

Whilst retaining the defining principles of both programmes the main difference is found in the terminology used under the "Co-financing with European Development NGOs" programme and the "Non-State Actors and Local Authorities in Development" programme. There is a shift from the terms "public awareness and information" in the former to more specific use of the terms "development education and awareness raising" in the latter. The difference between the two terms focuses mainly on the outcomes they produce. Public awareness and information implies a more superficial communication with the public, while educating and raising awareness involves them on a more active level that goes beyond just informing by making them aware of issues and motivating them to action. This shift reflects the evolutionary process in the terminology used by DE/AR practitioners.

3.3 Strategic planning and policy coherence with EC development co-operation policies

DE/AR does not have and never had its own programme. It is situated alongside development actions to be carried out in the South under the "Non-State Actors and Local Authorities in Development" programme (as it was under the "Co-financing European Development NGOs" programme). DE/AR's priorities and objectives are clearly defined both geographically and by type of intervention in the programmes and its activities are centred in EU countries (and acceding countries). It is therefore placed in a thematic programme whose main objective is to support development actions in the South. According to the multi-annual strategy for the period 2007-2010, these actions in the South account for 82% of the budget of the thematic programme whilst DE/AR actions account for 14%. DE/AR is thus integrated into EC development policy formulation.

The stated aim of the "Non-State Actors and Local Authorities in Development" programme is to develop a more integrated, decentralised, multi-actor, multi-sector approach to development co-operation, reflecting recommendations from the 2006 Decentralised Co-operation evaluation for the programme to be more inclusive. There was also an expressed need to build on best practices established under the former "Co-financing European Development NGOs" programme to provide the foundation for future projects financed under "Non-State Actors and Local Authorities in Development". The inclusion of Local Authorities in this programme introduces public actors into an instrument traditionally provided for NGOs in civil society.

DE/AR is defined in the programme through objective 2 in both the “Co-financing European Development NGOs” and “Non-State Actors and Local Authorities in Development” programmes. As noted above, the main differences between the two programmes are the inclusion of all types of non-state actors and local authorities to ensure better coordination and integration with and within civil society, which is applicable across all three objectives of the “Non-State Actors and Local Authorities in Development” programme. In this programme there is also a greater attempt at coherence amongst all three objectives of the programme to ensure overall coherence with EC development policies.

In both programmes the EC has avoided defining specific thematic priorities. The priorities formulated for the individual Calls for Proposals are very general and the set of priorities²³ has remained identical for the five Calls for Proposals: 2000/2001, 2002, 2004 and 2005²⁴ (See Annex 2). During the period 2004 to 2006 an additional criterion was introduced, in response to the will of the EU institutions to support the creation of Development NGOs in the new Member States. This additional criterion was incorporated to promote an enlarged EU dimension by involving NGOs from the new MS, including action to facilitate exchanges of experiences and networking between NGOs from the 15 MS and the 10 new MS.

Under the “Non-State Actors and Local Authorities in Development” programme, the priorities for the period 2007-2010 are the following: public support for the MDG agenda, with a particular focus on sub-Saharan Africa; coherence for development, with a particular focus on migration, trade (including fair trade), security, human rights, social dimension of globalisation and decent work, environment and HIV/AIDS; media and development. Besides, special attention must be paid to awareness raising and development education in the new Member States (EU 12).

The right of initiative is a pivotal tool in the programme that ensures that EC development cooperation policy is coherent with the needs identified by civil society for European citizens (for whom the programme is intended). The "right of initiative" principle is a central feature of both programmes; it secures the right of civil society organisations to propose the kinds of actions to be implemented within the programme. The flexibility given to the eligible actors to meet the objectives and priorities of the programme through the identification of the developmental needs themselves and propose actions accordingly means that there is coherence with the overall ambitions of EC development policy to be inclusive and ensure an integrated, decentralised, multi-actor, multi-sector approach to development cooperation and DE/AR in the programme. However the “right of initiative” does not allow for coherence *between* the projects when looking at them transversally. Looking at the projects implemented geographically and across the different spheres of influence of the programmes (EU, national, regional and local) there is no clear coherence. The right of initiative is a limitation to the coherence *between* the funded projects in the programme. The projects proposed by civil society, whilst elaborated in the context of the broad objectives and priorities of the programme, do not have any strategy linking them at national, regional or local level. The right of initiative at this level therefore produces scattered projects, which whilst they are coherent with the overall objectives and priorities of the programme are not coherent amongst themselves particularly at the national level. The right of initiative is thus a contradiction, on the one hand ensuring civil society participation and integration in the programme however on the other limiting the effectiveness of the programme to be strategic and targeted through project selection.

²³ Highlight the interdependence between the EU and developing countries; mobilise support for more equitable North-South relations; encourage co-operation between NGOs; and enable partners in developing countries to play an active role.

²⁴ No call for proposals was launched in 2003.

3.4 Programme implementation modalities

The modalities of implementation of the “Co-financing European Development NGOs” and “Non-State Actors and Local Authorities in Development” programmes are laid down in various EC documents, which include EC Guidelines, Annual Action Programmes and strategy documents. The DCI Committee, an advisory body composed of representatives from the EU Member States (MFA/ Development Co-operation) and chaired by a representative from the Commission, assists the EC in the implementation of the programme. This committee must be consulted on each important step in the implementation of the “Non-State Actors and Local Authorities in Development” programme (i.e. multi annual strategy, annual action programmes).

Project selection procedure

There are two distinct periods for the selection of projects during the evaluation period: one covers the period from the mid-nineties to the beginning of 2000; the second starting from 2000 with the introduction of the Call for Proposals procedure; since then, the EC has systematically used the assistance of external assessors for project selection. (See Annex 2 for comparative table of Calls for Proposals)

In the late 1990s, under the “Co-financing with European Development NGOs” programme EC project managers of DE/AR projects communicated more directly with project promoters in NGOs, collaborating and advising them on how to improve project proposals before approval (as well as continuing during implementation of the projects). The selection procedure was much less formal.

From 2000 administrative changes were made throughout the EC to introduce a new Call for Proposals procedure for all EC programmes to enable the selection of projects. This new procedure allowed the project selection to be more structured and arguably be a fairer and more transparent process than it was in the past. On the other hand, the introduction of Call for Proposals system also meant that direct communication between EC project managers and project promoters at the project proposal stage, especially in terms of collaborating and advising on project proposals, was substantially reduced if not completely eliminated.

Two-step Calls for Proposals

In the Call for Proposals 2006 (and continued in Call for Proposals under the “Non-State Actors and Local Authorities in Development” programme) a two-step procedure was introduced. Due to the limitations in the financial and human resources of NGOs elaborating full project proposals for project funding has been difficult to achieve under the Calls for Proposals system, and in some countries this has increasingly limited the participation of smaller NGOs in the programme. Concept Notes were therefore introduced as a way of helping to alleviate the problem since NGOs can now present a detailed outline of the project instead of the full proposal in the first instance. The Concept Note is then appraised in the same way as a full project proposal however only the projects that are approved at this first stage are then invited to submit full project proposals. Overall this benefits NGOs since elaborating full project proposals at the initial stage is resource consuming, and given the high volume of project funding applications, the likelihood of funding is low. In the two-step procedure fewer resources are required for the elaboration of the Concept Note and after this preliminary selection has been made the likelihood of achieving the funding for the project is increased therefore the investment of precious resources is more cost efficient for the NGOs.

Types of projects

In the period up to 2000, two types of actions were accepted: the "classical" project and so-called "multi-projects", which consisted of actions proposed by one NGO and containing a number of micro-projects (some promoted by groups without legal status).

From 2000 onwards, "multi-projects" disappeared. However, the concept was loosely retained in the form of capacity building packages, whereby NGOs may submit a package of individual projects implemented by partner organizations. While this type of action can still be implemented, its specific form was eliminated in 2005 with the adoption of a unique standardised format for all projects submitted under Calls for Proposals.

In addition to the standard Call for Proposals procedure, the applicable regulation allows under exceptional circumstances the direct award of grants for some actions, commonly known in the EC as "targeted projects". "Targeted projects" under the DE/AR programme are marginal in number but important in a strategic sense because they have allowed the EC to identify and support initiatives of a more strategic interest. Grants have been directly awarded to the projects TRIALOG, DEEEP, as well as several Presidency targeted projects, which are DE/AR projects coordinated at the national level by non-governmental development (NGDO) platforms during the period when their respective Member-States ensure the EU Presidency. The projects help to strengthen the platform through DE/AR activities and promote multi-stakeholder approaches to DE/AR at the national and European level.

Budget available for DE and AR

The EC budget for Development Education and Awareness Raising was €76.878.964 M in the period 1998 - 2001, with a strong emphasis on multi-projects.

Since 2002 the budget was:

- 1) Projects and work programmes: €16.3 M in 2002, €17.5 M in 2003
- 2) Capacity building packages: €2.5 M in 2002, €2.5M in 2003

In the 2005 Call for Proposals, 20% of the €23 M was dedicated for projects entirely implemented in the NMS. In 2006 the budget increased by €10 M (mentioned above) and was reserved for actions "with the main objective to raise awareness of development issues in the 10 NMS and for which the main activities are taking place in these countries".

For the first Call for Proposals (2007) under the new "Non-State Actors and Local Authorities in Development" programme, a total of €29 M was available, €24.8 M from the budget line "Non- State Actors in Development" and €4.2 M from the budget line "Local Authorities in Development".

3.5 Relations between EC and NGOs implementing DE projects

In contractual terms the EC relationship is exclusively with the contracting party, who is responsible for leading the team, in the implementation of the project. In consortia²⁵ there is normally a lead applicant, who maintains all contact with the Commission and the partner applicants who establish a working relationship with the lead applicant but not the EC. The lead applicant is deemed fully responsible for the presentation of interim reports and monitoring the budget and all other aspects of the project's implementation. This means the lead applicant must assume a greater degree of risk and responsibility when agreeing to lead a project than partners.

An important principle present in both programmes is “co-financing”, which encourages eligible actors to find co-funding for the implementation of projects with the EC. In some countries the government undertakes the co-funding, however this is not automatic.

Relations between the eligible actors at the EU level

The development of the consortiums and networks under the “Co-financing with European NGOs programme” helped to initiate the EU dimension of the programme, which is a unique feature developed by the programme. The amplification of the eligible actors in the “Non-State Actors and Local Authorities in Development” programme builds on this structure and attempts to add to it through other forms of relationship to maintain the EU dimension in the programme such as working in partnerships, specifically multi-actor, cross-border and multi-country initiatives. These project partnerships can comprise lead applicants (lead beneficiary organisations); partners (member beneficiary organisations); associates (active role but no financial gain); or sub-contracted (an organisation is identified and contracted by the beneficiary or its partner to undertake specific tasks in implementing actions); or re-granting. Greater cohesion between the eligible actors at the EU level increases the overall future efficiency of the programme as the EU dimension infrastructure developed through the consortia and networks under the “Co-financing with European NGOs programme” will be continued through varied relationships between the eligible actors.

Categories of applicants

The second Call for Proposals in 2001 introduced the three categories of NGOs, consortia and networks, with different levels of maximum contributions from the EC (co-financing). The maximum unit rate was set at €150 000 (a project presented by one NGO with a duration of one year with a maximum co-financing of €1 350 000 for a project lasting 3 years).

For all subsequent Call for Proposals the highest possible EC contribution was set at €1 080 000 for a three-year project, work programme or capacity building package.

²⁵ A Consortium was defined as an ad-hoc group of two or more development NGOs established in one or more EU member states, and which take joint responsibility for an operation, although it is the lead applicant (as stated above) who assumes the major responsibility for the project.

An NGO network was defined as a group of NGOs organised at national or European level, which has a permanent representative body, established as an autonomous, non-profit-making organisation in a EU Member State, in accordance with the laws of that State. This body must fulfil all the eligibility criteria and be able to assume full contractual responsibility for the co-financed operations undertaken, based on a mandate by its members (source: Guidelines 2001).

The categorisation of applicants has changed from one Call for Proposals to another however they are defined as: 1: An individual NGO; 2: A Consortium of NGOs or NGO network (incorporating at least two NGOs from a single EU Member State or from two different Member States) and 3: A consortium or network of NGOs from at least three MS. Maximum €360 000 per year

An NGO network can be likened to a consortium and thus benefit from a higher level of funding, if:²⁶

- 1) In the case of a national network, at least two of its members participate actively and substantially in the implementation of the action
- 2) In the case of a European network, members from at least three MS participate actively and substantially in the implementation of the action.

Under the “Non-State Actors and Local Authorities in Development” programme, there are only two categories: applicants and partners. Applicants are directly responsible for the preparation and management of the action with their partners. They must demonstrate that they have regularly carried out activities in the field of development and/or development education and awareness raising (during the last three years if they are from the 15 “old” Member States (OMS) and two years if they are from the 12 “new” Member States (NMS). Working in partnership, and in particular multi-actor partnership, is encouraged. Preference will be given to cross-border/multi-county and multi-actor initiatives to promote the incorporation of new eligible actors in the programme.

Minimum EC contribution

The minimum contribution from the EC was set at €50 000 for the Calls for Proposals for 2000 to 2006.

For the Calls for Proposals for 2000 to 2003, a contribution of less than €50 000 was accepted for operations and actions in Member States with a particularly low level of activities. This exception was dropped for the Calls for Proposals for 2004 and 2005.

For the 2006 Call for Proposals, an exceptional minimum of €15 000 was introduced for actions entirely implemented in the NMS, which acceded to the EU in May 2004. Under the “Non-State Actors and Local Authorities in Development” programme (2007 Call for Proposals), the minimum contribution from the OMS is €100 000, but for Non-State Actors from the 12 NMS, the grant awarded can be as low as €25 000.

²⁶ European Commission: Co-financing with European Development NGOs. Action to raise public awareness of development issues in Europe. Guidelines for grant applicants responding to the call for proposals for 2005. Open call for proposals. Budget line 21-02-03 (ex B7-6000), p. 8

Project duration

With the introduction of the Call for Proposals procedure, maximum project duration has been limited to 36 months (three years). A minimum duration (12 months) was established with the 2005 Call for Proposals and continues to apply.

Percentage of co-financing

The highest level of EC co-financing has been set at 75% in general. For the 2000/2001 and 2002 Calls for Proposals the co-financing percentage could be higher “for operations which involve all Member States and in addition are of particular interest to the field of development awareness as a whole” and could reach 85% in duly justified exceptional cases for operations which involve all the Member States and which in addition are of particular interest in the field of raising awareness of development issues [See Guidelines]. For the 2004 and 2005 Calls, the grants could not exceed 75%. For the 2006 Call for Proposals, the EC contribution could exceed the normal maximum of 75%, amounting up to 90% where actions were entirely implemented in the NMS that acceded in 2004.

Under the “Non-State Actors and Local Authorities in Development” programme, as a general rule co-financing may not exceed 75% of the total eligible costs of the action. For actions proposed by Non-State Actors from the 12 new member states, the grant may amount to 90%.

Follow-up of approved projects and contractual obligations

Once the project has been approved, the promoter is in charge of the whole operation. The contractor reports on project implementation according to the contractual reporting periods and using a standardised reporting format (from 2006 Call for Proposals onwards) for interim and final reports. In case of important changes to the planned activities, the promoter must seek prior approval from the Commission services.

Monitoring of projects

Monitoring of the projects during the evaluation period has been largely focussed on follow-up of contractual financial aspects rather than the technical follow-up of the project content and implementation. In 2006 and 2007, eighteen individual projects were submitted to a Result Oriented Monitoring (ROM) by external experts in a trial exercise, therefore it is too early to assess its use and impact. Each EC project task manager oversees the monitoring, adds their own feedback and is responsible for approving the final monitoring reports submitted.

3.6 Key actors involved in Development Education

The main actors in DE/AR include Concord, the European coordination body for Non-Governmental Development Organisations (NGDOs), and the DE Forum, which through the project DEEEP is a key actor in DE/AR activities.

The DE Forum was created in 1996 as a working group of CLONG to promote exchanges on practices in DE/AR amongst Member States. Over time, and after the set up of CONCORD and with the implementation of the first phase of DEEEP in 2003, it has focussed on strategic and policy planning on DE/AR. Four networks (Plan, Action Aid, Terre des Hommes, Save the Children) and all EU countries²⁷ are represented. Work is organised in four groups (advocacy on DE strategies, code of conduct, school curriculum and DE funding). Most of the coordination is done through electronic conferences and mailing, and meetings are organised twice a year; one of them being associated to a European event. In order to promote a European DE strategy, the DE Forum set up a multi-stakeholders group, made up by representatives of NGOs (DE Forum and CONCORD), Member States²⁸, the Development Centre of OECD, the North-South Centre of the Council of Europe, GENE and the Council of European Municipalities and Regions. The Youth Forum, the European Research and Training Centre and representatives of the International Confederation of Free Trade Unions (ICFTU) also often attend the meetings of the multi-stakeholders group; the secretariat of the group coordination is undertaken by DEEEP. After the approval of the DE Consensus²⁹, the members decided to maintain the group, whose mandate will be revised in the near future

The project DEEEP is at present in its second phase. It is supported by the DE Forum and implemented through a consortium of European NGOs³⁰. Its overall objectives are to (a) strengthen the capacity of NGOs to deliver grass-roots development education; (b) provide a framework of cooperation between NGOs and other stakeholders in Europe on development education, with appropriate networking and information exchange facilities, working towards the establishment of an inclusive Europe-wide development education network; (c) facilitate the provision of training opportunities, promote learning and linkages between educators from European NGOs and Southern countries and optimise the use of experiences and resources across Europe. Since its second phase was launched in 2006, it is focussing on an increased cooperation between NGDOs and other civil society actors in Europe³¹.

²⁷ Even Rumania, Bulgaria, Lithuania and Cyprus, where NGOs platforms have still not been set up.

²⁸ Belgium, Czech Republic, France, Germany, Luxemburg, Poland, Portugal, Slovakia and Spain.

²⁹ The European Consensus on Development: the contribution of Development Education & Awareness Raising. DE Forum. Lisbon 2007

³⁰ The members of the consortium are UCODEP (Italy), ITECO (Belgium) and DEA (United Kingdom).

³¹ With the following specific objectives: (a) to improve skills, knowledge and understanding of practitioners from European NGOs through Pan-European opportunities of training, mutual learning and linkage; (b) to achieve a common position/vision among CONCORD's members on an inclusive integrated approach towards eradication of poverty and the promotion of inclusive and sustainable development world-wide; (c) to promote common ground and understanding of development education and development awareness between NGO's in the enlarging EU, in cooperation with their counterparts in developing countries; (d) to provide European NGDO's and their counterparts in the developing countries with opportunities to start partnerships and exchange experiences between them and with other relevant stakeholders in Europe; (e) to increase awareness within EU and Member States institutions of the need to design coherent development awareness strategies fully integrated into their development and education policies; (f) to promote the integration of principles and practices of development education in the formal and informal educational systems throughout the current and future members of the Union and at EU level.

A growing number of other key actors in the Development Education field have a peripheral but increasingly important role alongside the EC in DE/AR activities so overall the actors in the DE/AR field are growing.

GENE – Global Education Network in Europe

GENE is a European network of national agencies for the support, co-ordination and/or funding of global education in Europe. It originally started as an initiative promoted by the North/South Centre, but more recently it has been set up as an independent foundation in the Netherlands, however with its operational base in Ireland. GENE undertakes peer reviews of EU countries and focuses on best practices, particularly aimed at the formal education sector.

North/South Centre of the Council of Europe

The European Centre for Global Interdependence and Solidarity, better known as the North/South Centre, is based in Lisbon, Portugal. It was established in 1989 by the Council of Europe to encourage North-South co-operation and solidarity and to improve education and information on the ties of interdependence that bind the world's inhabitants. Its programmes include Global Education and Youth and it has a strong focus on Development Education. The North-South Centre is supported by 19 European Member States, 12 of which are EU Member-States³².

OECD – Organisation for Economic Co-operation and Development

The OECD has 30 Member States all over the world and was established in 1961. It is based in Paris and the organisation brings together countries committed to “democracy and market economy”³³. The OECD's mandate includes DE under development communication and it undertakes peer reviews and conducts public opinion surveys on key development issues.

UN, GLEN and WIDE

Finally the UN and some of its specialist agencies cross-cut the work of DE/AR. GLEN – the Global Network of Young Europeans - is also engaged in some countries in DE/AR work and the gender platform, Women in Development Europe (WIDE) is also an actor in DE/AR.

³² Cyprus, Finland, France, Germany, Greece, Ireland, Luxemburg, Netherlands, Portugal, Slovenia, Spain and Sweden

³³ Source: http://www.oecd.org/pages/0,3417,en_36734052_36734103_1_1_1_1_1,00.html. 15.08.2008

4. OVERVIEW OF THE PROJECTS FINANCED

The “Co-financing with European Development NGOs” thematic programme co-financed 690 Development Education projects between 1998 and 2007 including NGO Platforms "Presidency projects" (12 since 2003) and cross-cutting projects (DEEEP³⁴ and TRIALOG³⁵).

All the projects were proposed by NGOs, in the framework of the general orientations of the thematic programme, resulting in a wide variety of projects. This chapter presents their main characteristics.

4.1 Analysis methodology

To identify the characteristics of the projects and trends, a statistical analysis was developed by the evaluation team, in order to present a comprehensive overview of the projects according to year, country, budget, theme, type of organisation and duration, based on the complete list of projects provided by AIDCO Unit F3.

The first step was a preliminary thematic qualification of each project, according to its title and the name of the responsible NGO. Twenty themes were identified and then grouped into seven categories:

- I- General Policy (including general policy issues, platforms, globalization, solidarity, economy and human rights);
- II- Economic sectors (including trade, fair trade, finance, debt relief, and tourism);
- III- Social sectors (including gender, workers' rights, children and youth, health and migration);
- IV- Education and culture (including education, capacity building, media and communication, and culture);
- V- Agriculture and sustainable development (including food, food security, agriculture, environment and local development);
- VI- Multi-thematic (more than one thematic area);
- VII- Miscellaneous (when it was impossible to determine the thematic area from the main list).

The second step was to cross variables, in order to identify main characteristics and trends.

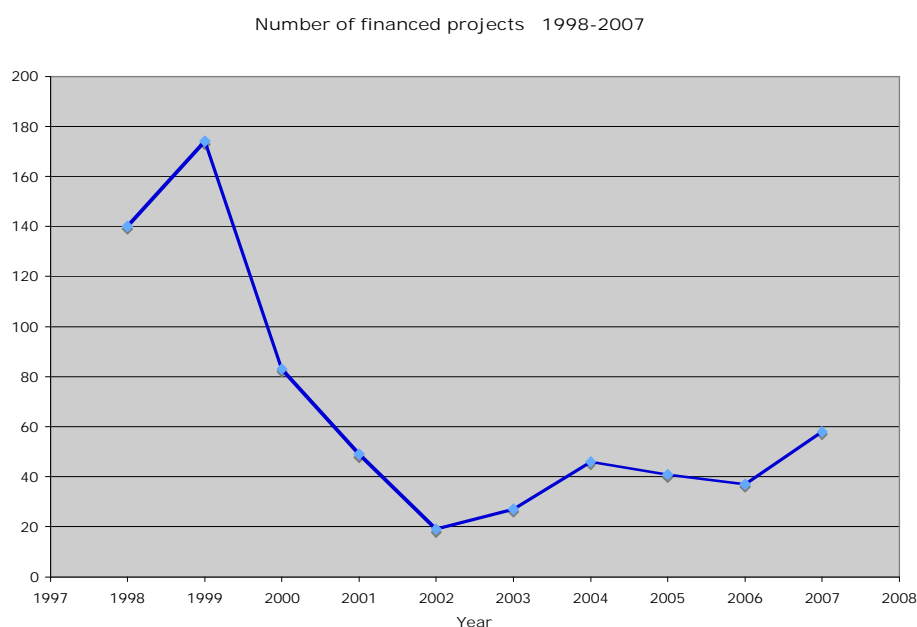
³⁴ Development Education Exchange in Europe Project, currently in its second phase.

³⁵ Strengthening Development Co-operation in the enlarged European Union, now in its third phase.

4.2 Results and main findings

4.2.1 Distribution of projects by year and by country

The number of projects financed each year varied considerably, ranging from 174 projects (in 1999) to 19 (in 2002) (See Annex 3, Table 1).



Source: calculations by the evaluation team, based on project list

From 2000, after the introduction of the Call for Proposals procedure, there was a sharp decrease in the number of projects, and then the number stabilised at around 37 to 58 projects every year.

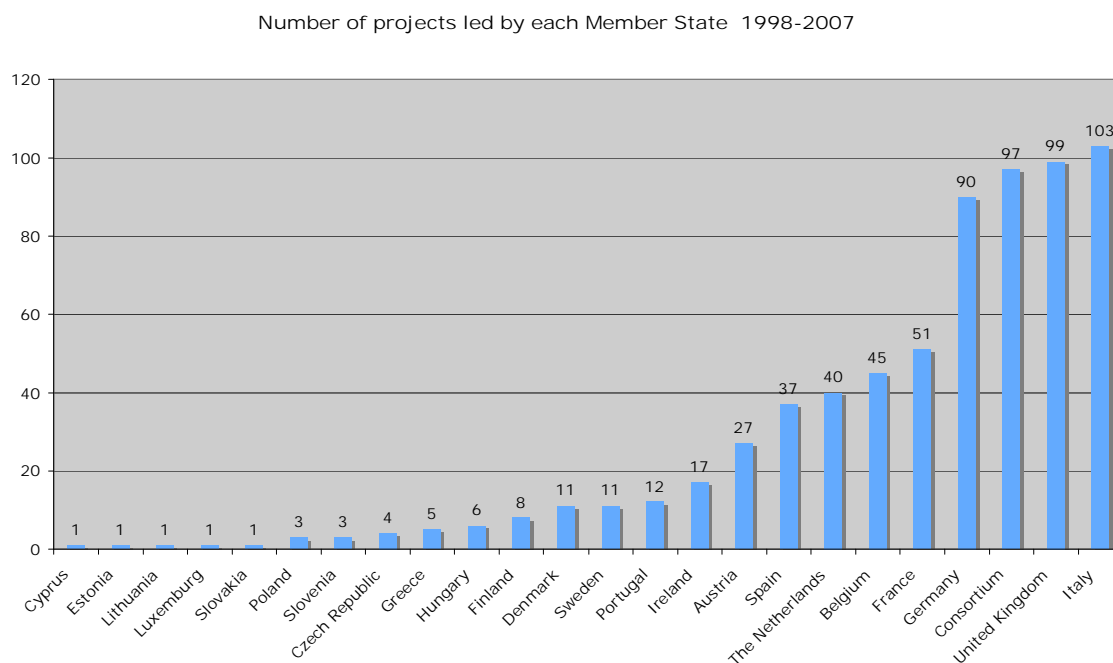
Organisations from 23 countries have been directly involved in the implementation of projects as contracting parties. The distribution by nationality of contracting NGOs is very unequal:

- three countries (Italy, United Kingdom and Germany) account for 43% of the financed projects, with 292 projects.
- five countries (France, Belgium, Netherlands, Spain and Austria) implemented between 27 and 51 projects each (200 projects, representing 30%).
- a group of seven countries (Hungary, Ireland, Portugal, Denmark, Sweden, Finland and Greece) have between 5 and 17 projects each, with a total of 70 projects (10%).

- Luxemburg and seven New Member States (Czech Republic, Slovenia, Poland, Slovakia, Lithuania, Estonia and Cyprus) have fewer than five projects each, with a total of 15 projects (2%).

Two countries (Malta and Latvia) did not lead any projects as contracting parties but participated in DE/AR projects through partnerships.

Ninety-seven projects (15%) were implemented by a consortium³⁶. The number of projects carried out by a consortium increased after 2000.



Source: calculations by the evaluation team, based on the project list

Amongst the 690 financed projects, 101 belong to the category of multi-projects funded between 1998 and 2000.

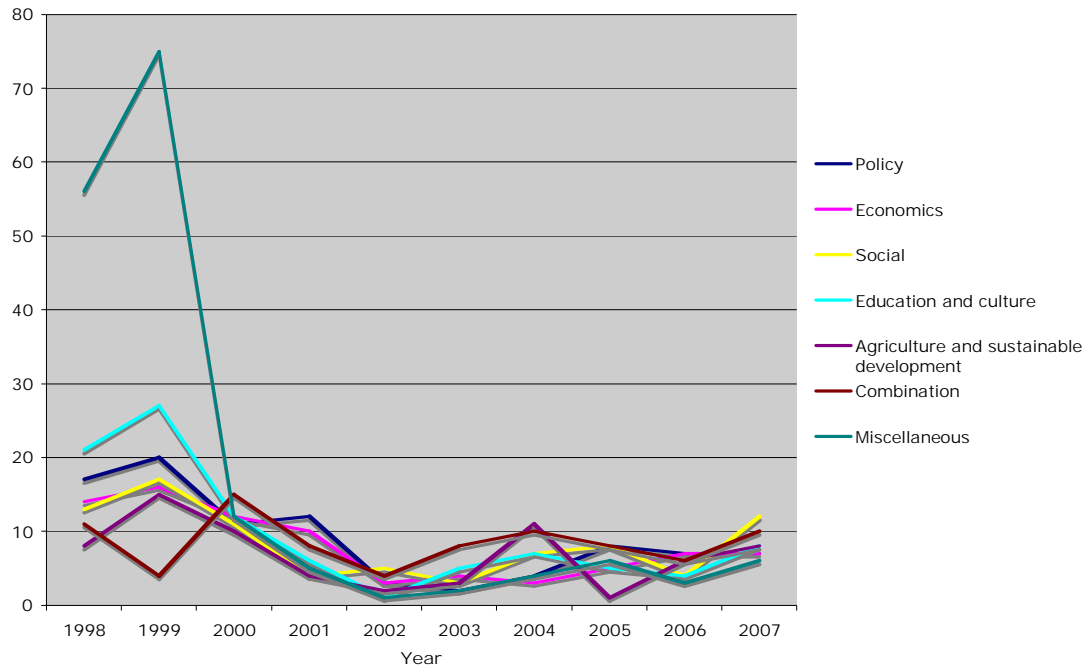
Finally, apart from Italy, the United Kingdom and Germany, none of the Member States was selected to implement at least one new project every year. Some countries (Austria, Denmark, Greece, Luxemburg, Portugal and Spain) did not have new projects approved for several consecutive years.

4.2.2 Distribution of projects by theme

Globally, there has been an equivalent distribution of projects by theme (See Annex 3, Table 2). The main point to highlight is a sharp decrease in the number of projects with an undefined theme, suggesting that the precision of project formulation improved under the Call for Proposals mechanism. However, the high number of projects with undefined themes might be due to the high number of multi-project proposals.

³⁶ This data presents a bias, taking into account that for the last three calls for proposal, the consortium projects have been classified as being executed by the main applicant.

Distribution of the 674 projects by year and theme



Source: calculations by the evaluation team, based on project list

Among the countries with more than 10 approved proposals, some show special strengths and/or weakness with regard to intervention themes:

- Austria has a large number of projects in the field of Policy, and fewer in the areas of Education/Culture and Agriculture/Sustainable development;
- Belgium has a large proportion of projects in the field of Education and Culture; and France has a small proportion in this field;
- Germany has a small proportion of projects in the field of Economics;
- Italy has a large proportion of projects in the field of Education and Culture, and few projects in the Economics and Social spheres;
- Spain has a small proportion of projects in the Social and Agriculture/Sustainable development fields;
- Sweden has a large percentage of projects in the fields of Policy and Economics;
- The Netherlands is strong in the Economic and Social fields, and weak in Agriculture/Sustainable development;
- The United Kingdom has a large number of projects in the Social sphere.

4.2.3 Evolution of project budget amounts

The total budget committed varied from €17 to €22 million between 1998 and 2006 (with the exception of the Call for Proposals for 2002, when financial commitments were divided between 2002 and 2003), and increased to almost €30 million in 2007, corresponding to the Call for Proposals in 2006).

Total committed budget 1998-2007

	Total projects budget (in Euros)
1998	17 488 222
1999	21 325 667
2000	20 198 381
2001	17 866 694
2002	7 169 769
2003	13 565 987
2004	20 678 159
2005	19 886 511
2006	22 656 647
2007	29 919 519

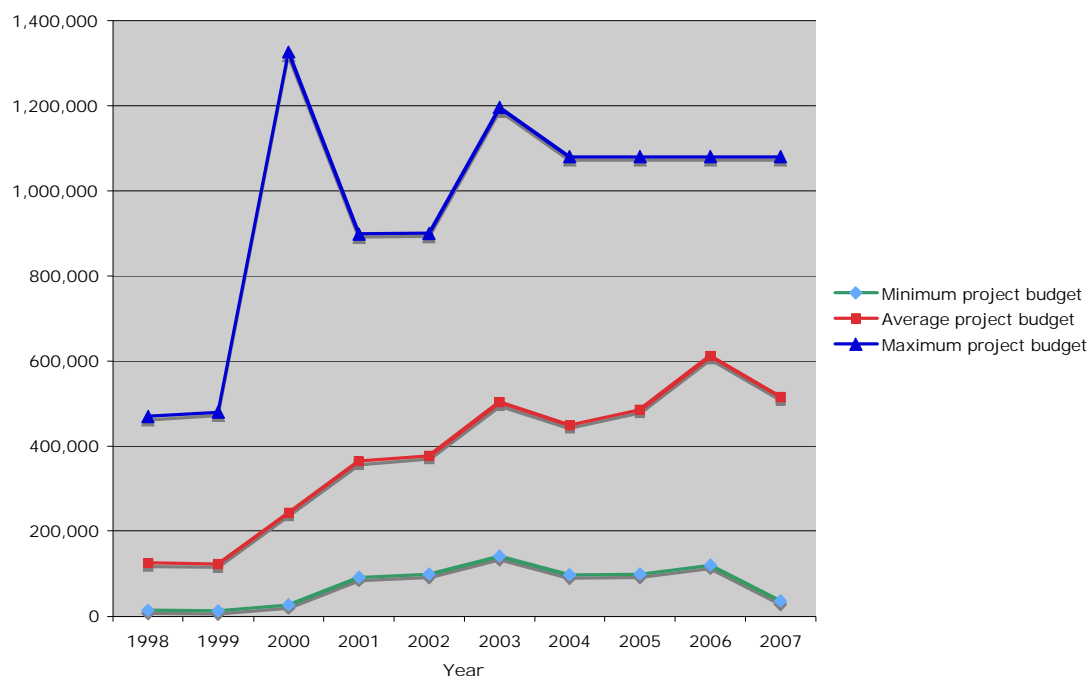
Source: calculations by the evaluation team, based on project list

There is a clear trend of an increase in the average project budget year after year, from €125 000 in 1998 to €500 000 - €600 000 in the last years (See Annex 3, table 4).

Although small projects are still being financed, there is a clear trend towards projects with a budget over €500 000.

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Minimum, average and maximum project budget 1998-2007



Source: calculations by the evaluation team, based on project list

4.2.4 Funded NGOs

A total of 331 different NGOs have received funding under the Development Education component. While 187 have received funding only once, 10% of the funded NGOs have been regular beneficiaries, accounting for 27% of the financed projects (with five or more projects and a maximum of 12 projects for one NGO).

Number of funded NGOs, according to their number of projects

	Number of funded NGOs	Number of financed projects
with 1 project	187	187
with 2 projects	56	112
with 3 projects	39	117
with 4 projects	19	76
with 5 projects	13	65
with 6 or more projects	17	117
TOTAL	331	674

Source: calculations by the evaluation team, based on project list

4.3 Pre-selection of projects for field phase

Methodology

From a pre-selection of 337 projects provided by Unit F3, a reasoned choice of 80 projects was made, respecting the general distribution of projects by year, theme, nationality/consortium and budget size.

From this list of 80 projects, a second round of selections was made, based on the same criteria, following which a list of 40 projects to be visited were identified. Four projects were directly included in the list:

- DEEEP and TRIALOG, for their strategic role within the programme;

- Two NGO Platforms "Presidency projects": Finland and Slovenia

About half of the remaining 36 projects were selected almost automatically, respecting the above mentioned criteria, while the other half were selected after consultation with F3 staff.

Obviously, the final selection of 40 projects (see annex 9 for a complete list) does not claim to be completely representative of the overall diversity of the funded projects. In particular, the countries with higher numbers of funded projects are under-represented, in order to cover countries with a limited number of projects.

Special attention was also given to multi-projects and to capacity building, which respectively had two projects and one project in the final list.

Brief statistic on the 40 selected projects

The 40 selected projects involved 120 NGOs from all EU-15 and EU-10 countries: 13 of them are ongoing projects (including 3 targeted projects); 27 have finished their activities (including 1 targeted project); 25 projects are implemented through consortia.

Since 2005, 13 projects have been funded through Calls for Proposals and 11 combine NGOs from OMS and NMS, which demonstrates the importance of the inclusion of NMS in the programme. Four of these projects have an NMS NGO as a contracting party.

5. ANALYTICAL FINDINGS

The findings have been based on summarised information organised into country and project assessments (See Annex 10).

5.1 Relevance

Programme Level

5.1.1 Relevance of Development Education and Awareness Raising

The new thematic programme “Non-State Actors and Local Authorities in Development” programme’s new legal basis³⁷ (see 3.2) adopts the terms “Development Education and Awareness Raising”, which is considered a more inclusive and relevant concept than the formerly used “Public Awareness”³⁸, which largely focuses on communication (and is considered more akin to Public Relations). The change in concept distinguishes the deeper influence DE/AR activities are intended to have which is relevant to change people’s perceptions and attitudes to mobilize citizens in support of EU development co-operation policies.

Definitions of Development Education and Awareness Raising within the field are subject to debate and they are diverse.

A definition of DE/AR recently adopted in the document " European Consensus on Development: the contribution of Development Education & Awareness Raising" reads as follows:

*‘Development Education and Awareness Raising contribute to the eradication of poverty and to the promotion of sustainable development through public awareness raising and education approaches and activities that are based on values of human rights, social responsibility, gender equality, and a sense of belonging to one world; on ideas and understandings of the disparities in human living conditions and of efforts to overcome such disparities; and on participation in democratic actions that influence social, economic, political or environmental situations that affect poverty and sustainable development.’*³⁹

DE/AR terminology in use throughout the 27 European Union States now encompasses three main terms, Development Education, Global Education, and Global Citizenship, with the latter two terms gaining greater popularity in NMS and Northern European countries. Broadly the DE/AR actions being undertaken in each country are similar in content, however the terminology is tempered by the national context and perspective of Development Education and Development Co-operation, which may also vary within societies (from government to civil society actors). These terminologies reflect strong debates over the relevance of the approach to development issues: from traditional views of development issues to broader rights-based approaches with more emphasis on global citizenship. The terminology used in both the “Co-financing European Development NGOs” and “Non-State Actors and Local Authorities in Development” programmes is Development Education /Awareness Raising rather than Global Education or Global Citizenship. The term Development Education used in the programme is therefore only really

³⁷ Council Regulation No 1905/2006 establishing the Development Co-operation Instrument (DCI)

³⁸ The term used in the former legal basis, Council Regulation No 1658/98 of July 17 1998 on co-financing operations with European non-governmental development organisations (NGOs)

³⁹ The European Consensus on Development: the contribution of Development Education & Awareness Raising. DE Forum. Lisbon 2007

relevant to a smaller number of EU countries where these debates have not yet been firmly established. The majority of the actions financed by the programme in the Education sector are in the non-formal rather than formal education sector. The terminology used in both programmes is therefore partially limited in its relevance to the DE/AR sector surrounding Development Education and the current debates within it and also debates in the Education Sector itself.

Global interdependence is a key concern for DE especially since issues such as migration, climate change and fair trade are high priorities on all the global and national agendas of the EU countries. The definition of DE therefore has a very wide interpretation cross-cutting a variety of sectors including social justice, human rights, environment and sustainable economy. The issue of global interdependence is reflected in the legal basis of the “Non-State Actors and Local Authorities in Development” programme setting out three objectives: objective 1- development co-operation in developing countries; objective 2 – DE/AR in Europe; and objective 3- facilitating coordination and communication of Non-State Actor and Local Authority networks in EU and acceding countries. In general, the stated aim of the new programme is to find a more integrated, decentralised, multi-actor, multi-sector approach to development co-operation that reflects calls for the programme to be more inclusive.

Objective 2 of the programme is relevant to the context of the growing awareness of global interdependence. DE/AR specifically needs to secure more ownership of issues that directly affect EU citizens, such as trade and immigration, where the promotion of global interdependence is relevant to the current EU context. Objective 3 of the new programme (and former programme) offers a unique opportunity to achieve more integration in Europe through the EC facilitation of networking at the EU level, which facilitates DE/AR and aims to make it relevant from EU to grass-roots level. Finally DE/AR should be relevant to the social situation in Europe particularly highlighting the issues that affect European citizens directly such as climate change, immigration and poverty in order to link the local and global perspectives, which ultimately promotes deeper understanding of global interdependence and makes these issues relevant to EU citizens.

5.1.2 Formulation of the ““Co-financing European Development NGOs”” and ““Non-State Actors and Local Authorities in Development”” Programmes

In both programmes the remit for Development Co-operation and Development Education in Europe is very broad. The evolution of the “Non-State Actors and Local Authorities in Development” programme offers a unique multi-project and multi-stakeholder programme for DE in Europe and it continues to be an important source of funding for DE/AR activities for many EU countries. The objectives remain broadly the same across both programmes and some priorities are also similar, however the new “Non-State Actors and Local Authorities in Development” programme gives priority to greater coherence of development policies and specific focus on the fields of public interest⁴⁰.

In the “Non-State Actors and Local Authorities in Development” programme there is an expressed need to build on best practices developed under the previous programme that provides the foundation for future projects. Expected results have been included in the new “Non-State Actors and Local Authorities in Development” programme to assist in this effort of capitalising on past experience. Whilst the expected

⁴⁰ Migration, trade, security, human rights, social dimension of globalisation, decent work, environment, AIDS, and media and development.

results are included they are very broad and there is a lack of specific performance indicators. The indicators allow for some measurement of the broadest objectives of the programme however they are not targeted at the specific results expected, for example, from projects modus operandi or sectoral approaches. This element would have been supported (or could be supported in the future) by a thorough capitalisation of experiences from the “Co-financing European Development NGOs” programme. Capitalisation of best practices and experiences of the former could have been a useful tool in the formulation of the “Non-State Actors and Local Authorities in Development” that offered the opportunity to provide a more focused set of performance indicators for the programme.

Partnerships, networking and the general exchange of ideas and capacities at the EU level was a particularly important and unique feature under the old programme, facilitated by the EU dimension that has been continued in the new “Non-State Actors and Local Authorities in Development” programme. However, there is not a specific reference to the creation of the EU dimension in the current programme, which was more explicit in the former through its specific mention of priorities that are a unique and relevant feature of the programme in supporting DE/AR at the EU level. The concern is whether or not this aspect will be adequately understood by the new eligible actors applying to the programme and reflected in project proposals.

The flexibility of the eligibility criteria for NMS is particularly relevant to their context where there are emerging new structures in civil society and an overall historical weakness in development co-operation aid can be observed compared with OMS. Empowering these civil societies has been a key objective since the expansion of the EU in 2004, with the aim of turning NMS into donor aid countries. Changing the attitudes and beliefs of their citizens has been a vital step for DE/AR in Europe. The geographical focus, reflected in the priorities of the “Co-financing European Development NGOs” programme since 2004, has also shifted the balance of DE/AR activities to the NMS rather than OMS.

In the formulation of the “Non-State Actors and Local Authorities in Development” programme there has been a significant shift in the eligibility of actors. Previously exclusively European NGOs were eligible; however, multi-actors in civil society and local authorities are now eligible too. Under the “Co-financing European Development NGOs” programme, NGOs played a key role in developing DE in Europe and they now have the knowledge and expertise to make a significant contribution to future DE activities in Europe. Greater emphasis given to the coordination role NGOs could play in the new programme could help the multi-stakeholder vision of the new programme. However, on the whole, the multi-stakeholder approach outlined in the formulation of the programme broadens the potential of DE/AR to reach a wider range of sectors of civil society and citizens in Europe.

Finally situating Development Cooperation and Development Education and Awareness Raising together in the formulation of both programmes allows for mutual learning to occur between both OMS and NMS through the NGOs/multi-stakeholders in civil society. There is also an opportunity for mutual learning to occur between North and South, where DE/AR activities are gradually being included in development cooperation projects carried out in the South, which enriches integration and global interdependence for the achievement of the overall programme objectives. The programme also foresees the benefits of an inclusive societal approach through the inclusion of public bodies (local authorities) in the new programme thus reinforcing the bonds between State and civil society as well as encouraging future public-private partnerships that encourages further mutual learning and actions at this level.

5.1.3 Coherence of the programmes' objectives and key policy documents

Efforts have been made to simplify Development Co-operation budget lines at EC level to help improve coherence of the “Co-financing European Development NGOs” programme and the “Non-State Actors and Local Authorities in Development” programme. Under this thematic programme DE now falls under two budget lines, one for multi non-state actors and another one for local authorities. The inclusion of local authorities in the programme also recognises the role they play in developing countries and particularly in DE/AR in Europe, where they take on a double role as donors and now potential recipients. There is still some disparity in the “Non-State Actors and Local Authorities in Development” programme caused by the ongoing practice of placing different developmental objectives for Europe and developing countries (objectives 1, 2 and 3) under one legal basis. The differences between the objectives however are clearly distinguished geographically and the double role of local authorities has been carefully considered and clarified for countries where local authorities are greater donors than they will be recipients. Therefore increased coherence and integration between these objectives is a stated aim of the programme, which is consistent with the concept of global interdependence and the inter-change of collective experience and knowledge through an increasingly interconnected world. The placing of the three objectives under one legal basis is a positive element offering the possibility for this global, EU, national, regional and local exchange to continue and it strengthens the overall networking and exchange of ideas that globalisation facilitates.

The enlargement of geographical focus in the former programme and the addition of eligible actors in the “Non-State Actors and Local Authorities in Development” programme means the DE/AR budget has to cover ever-expanding objectives with increasingly limited means. The budget therefore does not appear coherent with the increase in the programme’s ambitions for DE/AR.

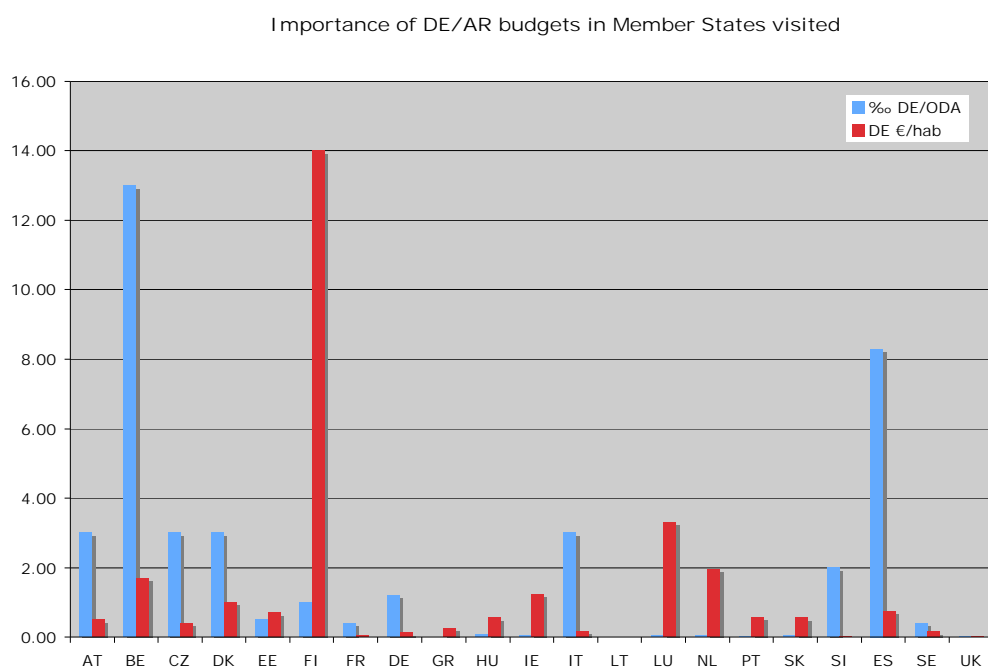
The overall vision of both programmes is limited by the respect of the right of initiative. Whilst the projects are coherent with the overall objectives and priorities set by the EC for the programme at the national, regional and local levels there is a lack of coherence. Since the right of initiative means the programme is demand driven with initiatives coming from the base, there is little coherence or vision at this level within the programme. Initiatives such as the DE Consensus⁴¹ are gradually aiming to contribute to building a coherent and strategic vision for DE/AR at the EU, national, regional and local levels. The empowerment of other civil society organisations through multi-stakeholder interventions under the former programme can serve as useful examples of best practice for the “Non-State Actors and Local Authorities in Development” programme (examples of coalition work at regional level in Italy with partnerships that include NGOs, universities, trade unions and local authorities). However the coordination mechanisms at EU level have not been envisaged or defined in this programme, leaving only the *possibility* for coordinated work at this level but no specific expressed directive that makes it clear that this kind of coordination of activities at the EU level is the direction in which the programme wishes to proceed. Direct dialogue between the EC and civil society over the implementation of such coordination mechanisms may help new eligible actors to be able to coordinate future activities under the programme as well as define more clearly the DE/AR architecture and coordination mechanisms to achieve a strategic vision at the EU level.

5.1.4. Coherence between the objectives of DE/AR initiatives and the actions of Member States and EU citizens

⁴¹ The European Consensus on Development: the contribution of Development Education & Awareness Raising. DE Forum. Lisbon 2007. Representatives of a wide range of institutions and organizations discussed the contribution of Development Education and Awareness Raising to try and make a more coherent strategy for DE/AR activities at the national level to link with the EU level of activities.

Governmental support for DE/AR varies considerably across Europe. On ODA as a percentage of gross national income (GNI), the 2008 Concord report “No time to waste: European governments behind schedule on aid quantity and quality”⁴² based on EC and OECD data, states that 18 of the 27 Member States failed to increase their ODA levels between 2006 and 2007 despite their commitments to do so. DE budgets in Member States are also affected by these trends since DE budgets are mostly set alongside development co-operation budgets and handled by the MFA or a government agency.

Two indicators can be useful to characterize the importance of governmental support to DE/AR: the percentage of DE/AR compared with the national ODA and the DE/AR budget per habitant⁴³.



A first categorization of countries can be established according to these two indicators:

- countries with a strong support for Development Education, with a budget for DE/AR per habitant higher than 1€ Belgium, Finland, Denmark, The Netherlands, Ireland and Luxemburg (even if the last three only allocate less than 0.1% of their ODA to DE/AR);
- countries with a medium support for DE/AR (budget per habitant between 0.5 and 1€ per habitant, or lower but with a percentage of DE/ODA higher than 0.1%): Austria, Spain, Hungary, Slovakia, Portugal, Estonia, Germany, Italy and the Czech Republic;
- countries with a low support for DE/AR (budget per habitant lower than 0.5€ per habitant and a percentage of DE/ODA lower than 0.1%): Sweden, Greece, United Kingdom, France, Lithuania and Slovenia (in the last case, the percentage of DE/ODA is 0.02)., which is coherent with the programme objectives.

The “Co-financing European Development NGOs” and “Non-State Actors and Local Authorities in Development” programmes have provided coherence for DE/AR at EU level and in some countries supporting DE/AR initiatives. This has been especially important in those Member States where DE/AR

⁴² <http://www.concordeurope.org/Public/Page.php?ID=4> 01.01.2008

⁴³ Data on DE/AR have been provided by MFAs and their Development Agencies. Budgets from decentralized co-operation are not always necessarily included. Data are presented in Annex 10. Amongst the 22 countries visited, data in Poland have not been collected.

activities are deficiently supported by the national government. In these countries EC funding is crucial since without this funding DE/AR activities would most likely not occur, this particularly applies to Italy, Greece and Portugal as well as most of the NMS. Whilst supporting deficient funding of DE/AR activities in Europe the programme has facilitated support for DE/AR (especially between OMS and NMS) through networking and consortia which has been an efficient way of maintaining DE on the public agenda at national and EU level. The programme has also been successful, especially through the targeted projects DEEEP and TRIALOG, in encouraging experiential exchanges between OMS and NMS. There is also evidence that in some Member States there is support for DE/AR activities at the EU level between them. For example the Austrian Development Agency (ADA) supported the Regional Partnership Programme in four New Member States (Slovenia, Slovakia, Hungary and the Czech Republic) to strengthen their national platforms and the coordination between them all. Luxemburg and Germany also offer support services to German speaking countries to facilitate DE/AR at the EU level.

The total DE/AR budget ranges between €74 M to €300,000 in OMS and €560,000 to €33,000 in NMS, so that the percentage of the DE/AR budget compared to ODA ranges between an insignificant level and 1.3% in OMS, and 0 to 0.9% in NMS⁴⁴. It is important to mention that in some countries (Spain, Italy, Germany and Belgium) the local authorities have a major contribution to the total budget for DE/AR and can finance up to 80% of activities in the Member State. This would be a strong element of best practice to be encouraged under the new programme to ensure DE/AR financial support comes from all levels Public sector finances which would decrease the reliance on the national budget-lines and increase support for DE/AR at the local and regional levels giving DE/AR better anchorage in civil societies. The encouragement and creation of coordination mechanisms to facilitate this would be particularly relevant to the new programme.

Legal frameworks and procedures in Member States do not always complement each other at the national level. The gaps in coherence caused by low DE/AR budgets in some MS, the lack of coordination between departments in government ministries is detrimental to the cohesion of DE/AR actions at the national level. The government representatives on the DCI Committees are not always those responsible for civil society within governments so there is a lack of communication and coordination over EU issues at national level. The “Non-State Actors and Local Authorities in Development” programme however highlights the importance of local authorities in DE by recognizing the different European political systems in the EU and enabling DE to permeate all levels of national societies. The emergence of national strategies, some in collaboration with multi-stakeholders, framework contracts and strategic planning also highlight the diverse activities that promote DE and integrate DE at the national, regional and local levels. The expansion of DE through institutions and networks such as the OECD, GENE and North/South Centre help to coordinate DE at the EU and national level. However, there is a lack of communication and coordination between Member States and the EC, particularly regarding the strategic vision and co-funding of DE/AR activities at the EU and national levels. For example, a mechanism of national co-funding of EC funded projects has been set up only in the Czech Republic and Finland.

⁴⁴ This data is very approximate, due to the difficulty of assessing the exact DE budget in each Member State, as well as the inflated aid figures (See Annex 10). In addition, contents of DE budgets announced to the mission team during the field visits can vary (e.g. Spain includes DE decentralised cooperation budgets and France does not; the data provided by MFAs sometimes includes a communication budget). In any case, these data show that in all cases the percentage of the DE/AR budget compared to ODA is always lower than the recommendation of 3% recommended by UNDP. According to this estimate, the average DE budget per habitant in the 22 visited countries is around 0.3 euros (with a maximum of 3.2 euros in Luxemburg).

Concord's DE Forum aims to develop links between the Member States and civil society organisations. The national platforms and DE fora also help to further these links but in many EU countries such as Denmark, Italy, Greece, Portugal, Poland, Lithuania, Slovakia and Slovenia the platforms are weak, which limits their potential to build a consistent connection and exert a positive influence on development co-operation issues. In particular, their role is generally concentrated on advocacy with government institutions and their capacity to offer services to their members is limited (with some exceptions, such as in the United Kingdom, the Netherlands, Germany, Spain and in some measure Slovenia). DE/AR is also marginalised in most of the EU country platforms and the DE fora can be described as fledgling in at least two-thirds of the EU States. There is some evidence of growing support between national platforms for example between Sweden and Finland to Estonia and other Baltic States and in Greece and Portugal there is strong communication between the two national platforms (See Annex 10). In NMS there is some sense of the need for a regional platform that co-ordinates the needs of these States since they all have common interests and experiences. Under the "Co-financing European Development NGOs" programme NGOs were encouraged to form consortia to promote the EU dimension of DE/AR initiatives and to pool their resources, which has helped to create links between specifically OMS and NMS helping to build capacity and strengthen DE/AR activities. However, most Member States have shown little interest in funding NGOs to work at the EU level (unless there are gains in national NGO capacity⁴⁵) demonstrating the uniqueness of the DE/AR programme for the development of DE/AR activities at the EU level. Overall the interest of Member States is primarily focused at the national level but some Member States are beginning to consider some of their actions at the EU level for example Austria, the Netherlands, Germany and Luxembourg.

5.1.5 Compatibility between the programme procedures and DE/AR objectives

Programme procedures have evolved and been streamlined in the course of the evaluation period. Calls for Proposals were introduced in the "Co-financing with European Development NGOs" programme in 2000 and year-on-year changes in the Calls for Proposals have occurred in the priorities, eligibility criteria, project modus operandi and budget size. The "Co-financing with European Development NGOs" programme has achieved compatibility with DE/AR objectives. In this respect, use of the presidency and other targeted projects⁴⁶ has been a fundamental and strategic element in the creation of the coordination mechanisms to facilitate the overall aims and ambitions of the programme at the EU level. These actions, not selected through the Call for Proposals system under the former programme, may be a consideration for the "Non-State Actors and Local Authorities in Development" programme since coordination mechanisms will be equally as important in the new programme as in the former. Another key element has been the successful use of coordination, co-operation and networking activities, which account for approximately 10% of the DE/AR budget. The capacity building and multi-projects have contributed to this compatibility. Capacity building remains the paramount objective of the programme, even if a specific form and procedure for this type of activities has been discontinued and multi-projects have since been phased out of the programme.

⁴⁵ Germany and Austria both support consortia projects where funding goes to a secondary partner country beneficiary where a national NGO is involved.

⁴⁶ Funded by EC under *de jure* monopoly conditions.

Project Level

5.1.6 Compatibility between EC procedures and the beneficiary's capacity

Changing procedures at EC level have increased the capacity of some NGOs to formulate project proposals during the evaluation period; however this capacity has been gained at the expense of a high investment of NGO human and financial resources. The two step Calls for Proposals procedure with the introduction of Concept Notes introduced in 2006 have been warmly welcomed by NGOs as they enable them to channel their limited resources more efficiently. The investments under the former “Co-financing European Development NGOs” programme were too great for some smaller and medium-sized NGOs whose capacity to apply for EC funding was limited by eligibility criteria. This phenomenon is not limited to NMS but also occurred in some OMS such as Denmark, Greece and Portugal where most of the NGOs could be described as small to medium-sized. Some NGOs were unable to reach the seemingly impossible high standards required for project proposals and were not selected for this reason. It appears therefore that most NGOs involved in the consortia were large NGOs since they have the professional capacity to lead or participate in these consortia. However, generally the promotion of consortia under the former programme, helped facilitate DE/AR projects between the different levels of the States at the EU level.. The introduction of TRIALOG, to build capacity in NMS NGOs, helped to facilitate their participation in the programme and was therefore an important element in enabling the consortia to function across the EU. DEEEP also facilitated some of this work through pan-European exchanges of best practice.

The overall management capacity of NGOs to implement the projects and administer the budget varied widely from one project and Member State to the next. Once approved, the projects generally mobilise considerable attention from the NGO. In the majority of countries the management of an EC project poses stricter requirements than those of other donors, so management capacity overall increases within the NGOs, but for many this is a daunting process.

As mentioned in 5.1.5, phase one of the programme can now be considered completed in OMS, however the experience needs to be repeated in NMS. It is important to note that this process should not take as long to consolidate in NMS as it did in OMS, firstly because the process has already started and secondly because the historical burden (such as colonialism and decolonization processes/church involvement in overseas development) of OMS relating to overseas development issues are largely absent in NMS. Whilst this can be a benefit in OMS since there is a tradition of this kind of activity, it can be hard to shift certain dogmatic perceptions of such issues. In NMS the advantages are that lessons can be learned from the experiences in OMS that can help NMS engage with the issues more readily. A unique feature of the programme is that it can facilitate the coordination of this exchange of information through DEEEP or TRIALOG for example.

Finally some NGOs have not fully understood or been able to envisage the aims and objectives of the programme with sufficient clarity. Projects therefore do not seem to be linked to a structured vision for achievement of the objectives and some NGOs have had problems articulating and developing projects for funding.-Whilst providing comprehensive guidance for the elaboration of project proposals the EC has not sufficiently communicated or elaborated its vision for the programme and specifically what it hopes to achieve by supporting DE/AR activities in the EU in a way that has been easily grasped.

5.1.7 Coherence between DE/AR actions, DE Fora and National Platforms

In order to bring coherence to projects at EU level it has been necessary to support existing mechanisms during the evaluation period from within the programme itself. Previously there was nothing at the EU level to empower projects to work at the EU dimension so the EC has had to look for initiatives within the programme to facilitate this process. The DE Forum has been the main mechanism that involves DE fora and platforms. Under the “Co-financing European Development NGOs” projects the EC programme facilitated the link between the EU and national level with key initiatives such as DEEEP (Project: 2006, 122098) through pan-European collaboration with the DE Forum and TRIALOG (Project: 2006, 122088) through NMS and acceding States. The Presidency projects (Projects: Finland 2006, 122077 & Slovenia 2007, 142837) also help ensure coherence between the projects and the EU level by strengthening national platforms. The EC support to CONCORD through an operating grant also helps to facilitate the coordination of development co-operation and DE at the EU level. The accumulated experiences acquired under the “Co-financing European Development NGOs” programme from these coordination mechanisms need to be systematically incorporated and built upon under the “Non-State Actors and Local Authorities in Development” programme. Whilst the existing mechanisms from the former programme are likely to continue it is not yet clear how the new eligible actors will be accommodated through coordination mechanisms under the new programme, or if core funding will be made available.

The national platforms and DE fora are weak in many Member States so they are often unaware of the extent of EC funded projects at the national level. There has been no systematic collation or monitoring of these projects, which is a wasted opportunity in terms of strengthening linkage from the EU level to the base. Whilst there is no follow-up or monitoring at the national level, the EC provides only limited follow-up and monitoring of the projects it funds. Similarly there is also a lack of systematic collation of project knowledge that could be analysed and contributed to an institutional memory of the programmes that would ensure their ongoing coherence.

5.1.8 Complementarities between DE/AR actions, national policies and other donors’ initiatives in the same fields

As discussed in 5.1.4, support for DE from national governments varies widely in Europe. Support ranges from high budgets and inclusion of DE in the school curriculum, strong regional support and the involvement of local authorities, to very poor or fledgling government support. In the UK for example DE is now included in the school curricula using strong support mechanisms to ensure its implementation (see Annex 10). Whilst getting DE into the formal education sector in the UK has been a priority for both the government and NGOs, DE/AR activities in the UK also cover a wide range of issues using a variety of modus operandi (networking, partnerships and consortiums) so DE/AR activities in the UK are diverse. Generally in the OMS there is a high level of diversity in DE/AR activities however DE activities are mostly in the non-formal education area since the autonomy of the schools system makes it difficult to get DE on the school curriculum (e.g the Netherlands/Greece and Spain, with the additional difficulty of Autonomous Communities prerogatives). In NMS DE is not on the school curricula in any country and activities in the non-formal education sector are quite difficult to achieve because school curricula are mostly a state prerogative. The level of interest in DE also varies across EU governments and different terminologies are used reflecting different approaches. As mentioned in 5.1.1 the terminology of DE is different across the EU countries. In northern Europe more integrative DE terms are favoured such as global education or global citizenship that include education about a broader range of issues such as

human rights and peace education. This terminology also resonates better in many NMS since the term ‘development’ is understood in their own national context and not related to development in countries outside Europe. The debates between ‘development education’ and ‘global education’ are also considerations for schools and, as mentioned above, the wider interpretations of DE are gaining more ground in most EU countries. However these decisions are also subject to national debates, which take time to be resolved and included in school curricula. In almost all EU governments there is little exchange over DE between the different ministries of state and the MFA or Agency responsible for DE. Links with the Ministry of Education are also weak in most EU countries either because the schools system is autonomous (the Netherlands, Greece) or because in other countries in recent years some Education Ministries (Denmark & Portugal) have become increasingly concerned about the levels of basic literacy and numeracy following their own studies that point to a decline in these key areas. There are also general concerns in many EU countries of over-burdened school curricula with many different subjects fighting for priority and DE is just one of these.

The EC programmes have attempted to encourage synergy at the national level by setting the UN Millennium Development goals as a priority under both. The programme has also financed DE/AR initiatives aimed at national interests (e.g. EU food and trade policies) that have campaigning and advocacy objectives from the EU to grass roots level (Project: 2001, 10347). There has also been support for other initiatives and campaigns at the global and European level to promote issues supported by both public and private donors.

The EU dimension, developed under the “Co-financing European Development NGOs” programme, has encouraged networking, co-ordination and cross-cutting campaigns, however co-ordinating such actions is difficult. Human resource capacities in NGOs are limited for these kinds of coordination activities alongside national agenda interests. Networking across OMS and NMS can be limited by the lack of infrastructure in NMS within civil society limiting the reach and effectiveness of actions. Cross-cutting campaigns can also be limited by the lack of financial resources for coordination of such kinds of projects that means the project potential may be compromised. In countries where DE actions are regularly and heavily funded by government, there is therefore a risk of duplication between the EC and nationally funded projects. The lack of regular coordination and communication between the national ministries and the EC makes this more probable. Finally, in the Formal Education Sector within the EU framework, the Council of European Union may be the best institution for urging governments to continue to support the European Union Council Resolution of 2001⁴⁷ on DE/AR and the Maastricht Global Education Declaration 2002. This would help to build synergy at the EU level for work in the Formal Education Sector.

5.1.9 Main conclusions and recommendations

The overall strategic vision in both the “Co-financing with European Development NGOs” and “Non-State Actors and Local Authorities in Development” programme formulation is not sufficiently clear, particularly for the new eligible actors to understand the unique role the programme plays in the coordination of DE/AR activities at the EU level. DE/AR activities funded by the programme under objective 2 are particularly relevant in the European context to raise awareness of issues such as the environment, globalisation, trade and migration as increased global inter-dependence directly affects

⁴⁷ On 8 November 2001 the Council of the European Union adopted a Resolution on Development Education (DE) and raising European public awareness of development issues <http://www.decep.org/82.html>

European citizens. In addition linking DE/AR with migration and immigration issues as a priority in the former programme could have raised its relevance and importance in EU societies and have developed new ways to approach community relations. The term “Development Education” is becoming increasingly irrelevant (and in some NMS restrictive) in most EU States as Global Education and Global Citizenship are terms increasingly used for DE activities that also encompass more than traditional Development Education issues. Objective 3 offers a unique opportunity for DE/AR to be further integrated in Europe through networking, which connects the national bases at the EU level and facilitates exchange and communication. Eligibility criteria are consistent with the level of support for DE/AR in NMS however in some OMS such as Portugal, Greece and Denmark support for DE/AR is also considered low so the eligibility criteria for these OMS makes it difficult for civil society to be able to participate fully in the programme. NGOs have played a key role in leading DE/AR in Europe and they can also be relevant key actors in achieving DE/AR objectives under the “Non-State Actors and Local Authorities in Development” programme by leading multi-stakeholder partnerships. NGOs/NGDOs are also best placed to aid mutual learning over development issues, both North/South and between OMS and NMS.

Procedures and formulation of both programmes have been slowly improving over the evaluation period and the overall formulation allows the right of initiative to be respected which enriches the projects funded by the programme by incorporating the global development agenda. In the new “Non-State Actors and Local Authorities in Development” programme the priorities, and areas of interest, are more clearly defined than in the former programme. The broader reach offered by the new eligible actors under the “Non-State Actors and Local Authorities in Development” programme also offers an opportunity for the programme to meet its main objective of changing the perception of EU citizens. However, the “Non-State Actors and Local Authorities in Development” programme budget for DE/AR activities may not be coherent with its objectives: more actors have been introduced into the programme whilst the increase of the budget has been planned only to accommodate the EU enlargement. The double role of Local Authorities in the new programme, firstly as eligible actors and secondly as major DE/AR donors in their own right in some EU States (Spain, Italy and Germany) could help to bring fresh funding for DE/AR. Communication and co-ordination between the EC and Member States could be improved to bring greater coherence and coordination to the “Non-State Actors and Local Authorities in Development” programme especially regarding the selection and funding of DE/AR funded projects.

The strategic use of targeted projects has helped to achieve the objectives of the “Co-financing with European Development NGOs” programme. The DE Forum, DEEEP and the Presidency projects make a potentially strong contribution as sustainable coordination mechanisms for achievement of the long-term objectives of the programme. They enable the links from the base to the EU level (and vice-versa), which has been an important element for the construction of the DE/AR infrastructure. Expected results in the programme are broad and there is a lack of specific performance indicators in both programmes.

National strategies, framework partnerships and strategic planning highlight the diverse activities that promote DE and integrate DE at the national level and when national strategies are State/civil society collaborations they can be considered best practice. Organisations such as the OECD, GENE and North/South Centre help to coordinate DE at the EU and national level. National platforms play a limited role in giving coherence to the programme due to their limited resources. The "right of initiative" does not allow for any coherence *between* the selection of projects, so when looking at them geographically and across the different spheres of influence of the programmes at national, regional and local levels there is no clear coherence. However, the flexibility that the "right of initiative" gives to NGOs and other eligible actors to propose projects according to developmental needs identified by them is consistent with the

overall ambitions of EC development policy to be inclusive and ensure an integrated, decentralised, multi-actor, multi-sector approach to development co-operation and DE/AR. The right of initiative is therefore a pivotal tool in the programme that ensures the greater aims and ambitions of EC development cooperation policy overall are coherent with the needs identified by civil society for European citizens for whom the programme is intended.

The evaluation team recommends that the EC sets up an advisory multi-stakeholder group, which includes representation from all the eligible actors in the new programme, Member States and other relevant bodies that can offer coordination and support for the new programme. The advisory multi-stakeholder group could aid the programme by offering professional expertise on how the programme can best achieve its main objective of changing the perception of EU citizens in Member States. Specifically it could advise on how to create stronger coordination mechanisms between the new eligible actors and develop multi partnership working practices to facilitate DE/AR activities that extend from the EU level to the national level that creates an infrastructure for the new programme to work within. The setting up of coordination mechanisms (or continuing them) for the existing and new eligible actors should be maintained to further develop the EU dimension of the programme and pan-European initiatives in particular will also help strengthen co-ordination at EU level. The team would recommend that a specific budget should be allocated for this activity and a separate Call for Proposals could be launched for these types of projects. A minimum period of 3 years to a maximum of 5 years is recommended to allow the projects to develop and establish themselves.

The team advises that the coordination mechanisms of the EC programme (advisory multi stakeholder group/targeted projects and other coordination bodies), collation and management of DE materials, coordination of project implementation monitoring and overseeing of the capitalisation of best practices in the programme should be overseen by EC dedicated staff. Support from the Operations Quality Support Unit of EuropeAid or out-sourcing the work could be ways of achieving this. The evaluation team recommends the EC to retain the special conditions for NMS and acceding countries and consider extending these special conditions to some OMS such as Greece and Portugal to increase the participation of those countries in the programme.

5.2 Efficiency

Programme Level

5.2.1. Achievement through management and procedures

The programme has been mostly project-driven. The Call for Proposals mechanism has been efficient in selecting good proposals in general terms. The standardization of formats contributed to a significant improvement of their quality. The revision of evaluation grids made it possible to keep some specificity in the field of DE for the evaluation of proposals. Since 2005, despite the fact that capacity building remained one of the declared objectives and priorities of the programme, the elimination of a specific form for capacity-building projects, with a view to simplify the call for proposals, has somewhat limited EC active support for smaller NGOs. The only specific clauses since that date refer to the focus given to NMS, in the frame of the general procedures. Finally, since 2006, the introduction of concept notes under the restricted Call for Proposals mechanism split the project selection process into two parts, which created additional work for the management of the programme, but reduced the overall loss of time for applicants, which is highly appreciated by NGOs.

The Call for Proposals mechanism and the elimination of ad hoc procedures has made project selection more transparent. Nevertheless, the elimination of the specific form for capacity building package and multi-projects programme resulted in a strong decrease of this kind of project, even if the established priorities still offer the possibility for them to be funded. In fact, these projects have almost disappeared in the OMS and are now mainly concentrated in NMS.

The very wide scope of established priorities, defined in order not to restrict the right of initiative, allows NGOs to develop initiatives in their field of expertise, which is considered very positive, but at the same time results in a wide scattering of selected projects that do not necessarily guarantee coherence. As no thematic focus was established (in order to not restrict the right of initiative) the only possibility for concentrating on strategic issues has been through targeted projects⁴⁸, to fill the gaps observed at different levels of the programme, which is a limitation for its overall efficiency. This overall efficiency must be re-established through new mechanisms (see recommendations), and not through thematic focus.

The programme's management unit lacks the resources for a proper monitoring of its implementation, and so its intervention is limited to a projects' follow-up, allowing some flexibility in project implementation, within the limits of contractual rules. Project monitoring is very limited. An external monitoring system has been put in place recently, but it is too early to assess its results. The programme management unit lacks the capacity and means for its own systematisation and capitalisation of the experiences of funded projects, which limits the institutional memory of the programme. The Call for Proposals mechanism creates an additional limitation. On the other hand, the limited time available between the publication of the Call for Proposals and its closing date is having a negative effect on NGOs' capacity to apply.

5.2.2 Accomplishment of results through financial resources

Under the “Co-financing European Development NGOs”, an average of €20 M has been available yearly since 2000 for DE/AR actions⁴⁹.

The enlargement of the EU has been followed by an increase of financial means⁵⁰. In 2006 an additional €10 million were allocated for actions entirely implemented in the 10 NMS. These additional financial resources have been stabilized in the present budget of €29 million for Development Education and Awareness Raising actions which is the budget available for the first Call for Proposals of the Non-State Actors and Local Authorities programme. However, in spite of this increase and taking into account the enlargement of eligible actors, there is a growing imbalance between the means available and the ambitions of the programme, making access to funding more difficult for many NGOs and disrupting the continuity of their work even in strategic fields. This discouraged many NGOs from presenting proposals, which could explain why the total number of proposals did not increase substantially in the last years⁵¹.

However, it should be noted that additional resources available under the programme's objective 3 - facilitating coordination and communication through networks in the EU- can also be used to fund actions closely linked with Development Education and Awareness Raising⁵². So the above-mentioned imbalance

⁴⁸ In practice, for example, pan-European initiatives may only be funded through this procedure.

⁴⁹ With an additional €10 M in 2006 for actions implemented in the 10 NMS.

⁵⁰ From 23 million € for the Call for Proposals 2005 up to 30 million € for the Call for Proposals 2006.

⁵¹ The number of proposals increased from a range of 250-300, up to around 340 in the last Call for Proposals.

⁵² Objective 3: €2.8 M for projects selected through the call for proposals mechanism and €2.2 M for targeted actions.

is being partially remedied by the allocation of more financial resources to coordination and networking, which potentially reinforces the efficient European dimension of networks and could level the unequal capacity of platforms and DE working groups for national coordination.

Most of the budget available for DE/AR has been committed and executed through projects selected under the Call for Proposals mechanism. A very limited part of the total programme budget is spent outside this mechanism so the accomplishment of results, through the financial resources at programme level, has been gained through the implementation of projects.

The establishment of maximum amounts per year according to the size of the consortium allows gradual funding related to the EU dimension of the projects. The special conditions for NMS (flexibility of minimum amount, as well as a higher level of EC co-financing) have facilitated the participation of NMS in the programme, with positive results.

5.2.3 Critical analysis of co-financing and right of initiative

EC co-financing has been a strong incentive for NGOs to develop their actions at European level and for citizens to see the value of the EU level. A limited number of MS have decided to link their own co-financing with EC funding (e.g. in the Czech Republic), in such a way as to highlight the added value at the national level of funding EU-level actions and reinforcing the national government's ties to the EC. Others refuse to do it (e.g. Italy) as national accountancy regulations can differ from EC rules, so they want to prevent audits of the EC structures in case of a contentious management at project level.

The application of the right of initiative at programme level in the frame of very wide priorities gave rise to a large and rich range of projects, in terms of thematic area, purpose, target groups and methods of work, which results in a scattering of the funded projects. Indeed, on the one hand, as the capacity of systematization and capitalization of the programme management unit is low, the mechanism of Call for Proposals does not ensure coherence between funded projects nor avoid some duplication over time (e.g. in some projects related to fair trade). On the other, it does not guarantee continuity over time of strategic initiatives (e.g. project on immigration; 2000-10273). Finally, eligible actors do not have necessarily the capacity nor the means to identify and formulate ambitious and strategic initiatives which could concern the whole European citizenship and be relevant to the pan-European level and the multi-stakeholders dimension. In this case the mechanism of Call for Proposals does not seem relevant and should be completed with other procedures (see chapter 6).

Overall these factors, all related with the main issue of the application of the right of initiative under the mechanism of Call for Proposals, have limited the efficiency of the programme.

5.2.4 Ex-ante preliminary appraisal of “Non-State Actors and Local Authorities in Development” programme efficiency

The “Non-State Actors and Local Authorities in Development” programme puts more emphasis on coordination and communication between networks that should result in better efficiency as it could not only reinforce networking but also help reinforce DE working groups and national platforms and strengthen their European co-ordination.

Nevertheless, the eligibility of new actors in an increased number of Member States is a threat to the efficiency of the programme for several reasons. On the one hand, the experience of NGOs at national and European level shows that their coordination at both levels results from a long structuring process, that new eligible actors do not necessarily share. On the other, these new eligible actors have more limited experience with DE/AR compared to NGOs. Finally, they do not always have links with the governmental bodies in charge of DE/AR at national level. The lack of means to integrate and co-ordinate multi-stakeholders in the already over-stretched programme will probably lead the programme to develop innovative methods for co-ordinated work between non-state actors and local authorities. For example, in Italy, NGOs, universities, trade unions and local authorities have joined their efforts to develop coalition work in development education and awareness raising at regional level, sometimes with the help of foundations linked with trade unions and the private sector.

Project Level

5.2.5 Application of co-financing and right of initiative

The right of initiative has allowed NGOs to formulate their proposals according to their own strategies and priorities, with no limitation other than the wide priorities of the programme, and with no thematic orientation. Several NGOs have experienced difficulties understanding the priorities and have expressed the need for clearer guiding principles to help them focus their projects, in particular on ways to enhance NGO co-operation and cohesion and in the “Non-State Actors and Local Authorities in Development” programme with other civil society organisations.

The EC requirements for the European dimension are not always perceived by the NGOs as an opportunity to enhance the scope of their work. Applicant NGOs are obliged to include it in their proposals and, to a variable extent, in their agenda.

The timing of the process of Call for Proposals, especially the limited time between its publication and its closing date, affects not only the quality and innovation of the proposals, but also the NGOs' capacity to find co-financing through decentralised co-operation, co-ordinated state support or private funding (own resources, fundraising). Other sources of co-financing foreseen by the NGOs before the submission of their proposal cannot always be obtained, so that, in a very limited number of cases, a few NGOs had to withdraw an approved project as they could not get the anticipated funding. Taking into account the regulations of the EC on the maximum percentage of public co-funding, the solution must be found by NGOs through private funding.

5.2.6 Management capacity

The project cycle management has improved the formulation of proposals and facilitated project implementation. The recent introduction of concept notes improved the efficiency of eligible actors for the formulation of proposals.

The flexibility showed by the programme management unit during project execution and the rapid answers to requests for changes are also appreciated.

Most complaints are related to financial management and accountability. EC management rules have led many NGOs to set up parallel financial processes, which represent a double workload, especially in the case of OMS. In most NMS NGOs, where accountability systems are newer, adaptation has been easier. EC servicing for budget problems take a long time to sort out financial issues, wasting valuable project time, and is therefore non-efficient. For these reasons, small and medium-sized NGOs prefer where possible to present their proposals to easier sources of funding (MFA, local authorities, foundations), which have more flexible financial rules. In this case, the European dimension disappears⁵³.

Despite the initial and general training given by the EC on accountability rules, many applicants face problems of financial management related to conversion into euro and exchange rate losses, coverage of human resources, but also to differences in legal frameworks for accountancy from one country to the other, and EC regulations (e.g. VAT).

For the contracting party and especially for small and medium-sized NGOs, financial management is not a priority and their capacity in this field is low. The management of a consortium budget can raise problems of capacity, and eventually an imbalance within the NGO.

5.2.7 Methods of project modus operandi

There were no formal education projects among the 40 projects visited. One main difficulty of including DE in the school curriculum is the lack of co-ordination between ministries and the autonomy of schools. A community response is needed to prompt actions in this field. A very limited number of initiatives succeeded in raising pupils' awareness through optional modules (2006-131320).

Non-formal DE is a common modus operandi used by many NGOs. Consequently there is an abundant and scattered offer to schools in many countries, in particular in OMS, with no strategy coherence in this area. The initiatives are not tied to educational projects and do not include teachers, parent associations and educational authorities. Nevertheless, when innovative and attractive methods are used, such as cultural activities, the involvement of students in the preparation of materials such as videos, and contests (2007-136776), awareness can be raised very efficiently. The attention paid to multipliers is a key issue for efficiency.

Campaigns are the method used most often to raise awareness but their efficiency is difficult to measure in the frame of this evaluation, as their evaluation requires opinion polls. Nevertheless MFA, Development Agencies, NGOs' platforms and implementing NGOs agree on the fact that they are very efficient in raising awareness and mobilizing support of the general public and, in some cases, of enterprises. Awareness raising is more efficient when it is linked with grass-roots work that can empower the efficiency of advocacy.

Advocacy work has proved to be very efficient when it is highly targeted and delivers in-depth information to decision makers (1999-10158; 2003-12376; 2006-131675). The combination of advocacy actions at national and European level increases their efficiency (2006-122098).

⁵³ Only Germany and Austria can fund projects with a European dimension, respectively for capacity building and through the Regional Partnership Programme.

Networking shows the clear added value of the EU dimension; the exchange of ideas and lessons learned, improve campaigning and advocacy. It is cost effective and efficient. It has been fundamental for the structuring of DE working groups and the co-ordination of platforms.

Multi-projects and capacity-building projects have efficiently developed skills in both OMS and NMS. They allowed small and less structured NGOs with limited financial management capacity to implement actions at the grass-roots level (1999-12712; 2004-65352). After specific procedures for these kind of projects have been eliminated, capacity-building actions took place in the framework of bigger projects (2005-97538; 2006-131673; 2006-122088; 2006-122098) aiming to support medium-sized NGOs, platforms or other Civil Society Organisations in their DE/AR skills through a wider scope with less focus on the grass-roots level.

5.2.8 Efficiency/added value of consortia

Through its procedures, especially since the formulation of the Strategic Guidelines for 2002-2003, the EC has urged the NGOs to formulate their proposals in the framework of consortia as one way of reinforcing the EU dimension of projects.

Thirteen of the 40 projects visited were executed by an individual NGO, with the EU dimension being achieved partially through the dissemination of materials or lessons learned through networking (e.g. 2006-131323). In some cases, work concentrated on a single country.

Since 2005, after EU enlargement, 13 of the 17 funded projects (among the 40 selected) have been/are being executed by consortia, 11 of which involve OMS and NMS NGOs, which illustrates that consortia added value in terms of the inclusion of NMS in the programme. However, NGOs from some OMS have shown very limited interest in working with NGOs from NMS⁵⁴, one of the main reasons seems to be the language barrier.

However consortia have generally been more efficient at developing the EU dimension but in a limited number of cases, consortia were formed more with a view to meeting the EC requirements and obtaining EC funding than carrying out an effective project (e.g. 2007-135919). In these cases, DE/AR actions were led at national level with minimum co-ordination between partners.

A quarter of the analysed consortia did not work properly⁵⁵ or can be considered as risky for different reasons (e.g. 2001-10324; 2002-12411; 2000-10280; 2004-62911): their members did not know each other very well and did not really collaborate in the formulation of their proposal;; the consortium only existed on the project document, which has mainly been the case at the beginning of the use of the new Strategic Guidelines; the main applicant had entered in a process of reorganization between the formulation of the proposal and the implementation of the project, with a change of priorities of the NGO. These problems generally resulted in an implementation in a single country and with the discontinuation of the consortium at the end of the project.

⁵⁴ As an illustration of this point, among the EU-10 MS, only four had an important representation at the Partnership Fair organised by TRIALOG (DE, IT, AT, NL); six had limited participation, compared to the importance of their NGO web (UK, BE, IE, PT, GR, FR), and five had no participant (DK, ES, FI, LU, SE).

⁵⁵ Which does not necessarily mean that projects did not reach their objectives.

In three-quarters of the cases consortia have worked properly (e.g. 1999-10158; 2000-10273; 2005-97684; 2005-97538; 2006-131675; 2006-131725; ..). The main factors of their success are linked to a shared vision amongst consortia members, common objectives; coordinated actions; flexibility according to national contexts; complementarity of members' expertise and know-how; and previous mutual knowledge. Families of NGOs, NGOs with a common thematic approach and networks are generally more successful, as they already have a relation of trust. It must be noted that all these factors are already defined before the submission of the proposal, so that formulation time is a key factor for the success of a consortium. These conditions result in increased mutual learning and capacity building, improved results and sustainability of the partnerships over time, which has been particularly important in the case of campaigns (e.g. Clean Clothes), as they could target new groups (e.g. private enterprises, local authorities for their public purchases), implement new methods and mobilize citizens better.

None of the analysed consortia was based on multi-stakeholders partnerships.

In conclusion, consortia and more especially networks have largely contributed to improving the efficiency of actions led at project level, to developing their European dimension and facilitating cooperation between OMS and NMS, even if this last aspect is still not fully reached.

5.2.9 Main conclusions and recommendations

The Call for Proposals mechanism has been efficient in selecting good proposals, but the lack of global vision and strategy, as well as limited systematization of the projects, has limited the overall efficiency of the programme. Overall, a wide range of target groups have been reached throughout the evaluation period, which has contributed to raising EU citizens' awareness of development issues in the developing countries, especially in NMS. There has been a qualitative progression of the programme in the development of civil society partnerships and their coordinating bodies, which has opened possibilities and new ways of working at the EU levels as well as offering more cohesion. There is a critical mass of learning from the projects funded by the programme as well as transfer of innovation, DE/AR knowledge and skills between NGOs, which can inform debate as well as future activities in DE/AR. In the face of the complexity of EC financial rules, the management capacity of the contracting NGOs has partly limited the efficiency of projects.

Recommendations include promoting the elaboration of national strategies in all EU MS. National strategies should also include elements of the EU dimension, particularly efforts to work trans-nationally and through multi-actor partnerships to support the exchange of DE/AR information. Stronger coherence between projects in the new programme, can gradually be facilitated by selecting projects that demonstrate synergy with national strategies. Advisory multi-stakeholder groups at national level should also be promoted. The team recommends that the EC should maintain the principles of the right of initiative and co-financing in the programme as they enrich it. The evaluation team recommends baseline studies should be carried out in all 27 EU countries in collaboration with Member States to ensure a pan-European mapping of DE in Europe. Collaboration and coordination with North-South Centre, GENE and OECD could also be considered to achieve this. Finally the evaluation team recommends that the EC should build on experience gained from projects financed under the "Co-financing European Development NGOs" programme and prioritise funding for joint cross-cutting and multi partnership projects for eligible actors to work together under the "Non-State Actors and Local Authorities in Development" programme.

5.3 Effectiveness

Programme Level

5.3.1 Characterisation of the results and indicators of achievement

The “Co-financing with European Development NGOs” programme began establishing priorities in 2000 and the “Non-State Actors and Local Authorities in Development” programme has done so since its inception in 2007, but neither of the two programmes has defined indicators of achievement.

Nevertheless, the main results achieved at programme level can be classified into three categories: knowledge, political support and co-ordination of actors.

Knowledge

There has been growing harmonisation of the DE/AR concept in the EU in recent years, although consensus on terminology is still lacking. In particular, the differences between awareness raising and public awareness need to be clarified in the EC.

The programme has supported an overview of what is being done in the field of DE/AR in the EU and who is doing it, especially in NMS. Nevertheless, the mapping of DE/AR is still partial.

The importance of national and European seminars and conferences on DE/AR is highlighted as an important factor for personal and institutional exchanges of experiences and mutual knowledge, in particular to bring together OMS and NMS. Over time, NGO expertise in DE/AR has been built up through such exchanges and the implementation of trans-national projects.

Political support

The programme largely contributed to major political visibility of DE/AR, at both Member State and European level. Major lobbying and advocacy achievements have been reached at EU level, in particular with the Council resolution on DE for formal education and the contribution of DE/AR to the European Consensus on Development. Some progress has been seen in NMS, but DE/AR still needs to be put on the national political agendas.

Through the two phases of DEEEP, Concord's DE Forum has been strongly empowered with the aim of developing its political work for placing DE/AR on the agenda at European level, but also helping national NGO platforms to raise the profile of DE/AR within national development agencies or MFAs.

Co-ordination of actors

The “Co-financing European Development NGOs” programme has supported a dynamic co-ordination of actors in the field of DE/AR. Through national, regional or European events, such as encounters, seminars, conferences organised and/or promoted by the programme and/or the funded projects, the different key actors involved in DE have had the opportunity to meet, exchange criteria and experiences on issues related with DE/AR. Member States have regularly been consulted and informed on the implementation of the programme through the DCI Committee, whose members started to attend European events with the different stakeholders.

The programme has helped give impetus to DE working groups and DE platforms, and reinforced national platforms by structuring national and European debate on specific issues related to DE/AR: concepts, code of conduct and school curriculum, among others. This co-ordinated work facilitated a common position by the NGO sector and a leading role for the preparation of the European Consensus on DE/AR. The programme also provided support for and co-ordination of European Networks.

A specific support to national platforms has been given through Presidency projects, either to reinforce them at national level (e.g. Slovenia Presidency project; 2007-142837) or European level (e.g. Finland Presidency project; 2006-122077).

By strengthening the objective 3 in the “Non-State Actors and Local Authorities”, the mechanisms for a larger coordination and communication through networks in the EU have been reinforced.

The DE Forum of CONCORD and DEEEP also largely contributed to a better coordination between national DE Fora, in particular on advocacy on DE strategies, code of conduct, school curriculum and DE funding. By an initiative of the DE Forum, an important mechanism for co-ordination between actors involved in DE/AR, the multi-stakeholders group, was set up, as already mentioned above (section 3.6 of this report), to promote a European DE strategy. It brings together public bodies as well as civil society organisations.

5.3.2 Contribution to DE strategies

DE working groups have become one of the most active participants in the majority of the national NGDO platforms. Although the experiences of EC projects have not been systematized in the DE working groups and the integration of DE/AR at national platform level is still only partial, some countries took advantage of the empowerment of their platforms through EC projects, the shared reflection in the DE Forum and/or the DE Consensus to formulate their DE/AR strategy.

In countries such as Portugal and Spain, EC grants allowed the national platforms to elaborate their own strategy before they contributed actively to the formulation of the national strategy, generally led under the initiative of the MFA and largely inspired by the DE Consensus.

In France, the DE platform was created following on from an EC-funded project, with the support of the MFA.

However, there is a lack of strategies in general but with some significant progress. Even when a national strategy has already been formulated, its means and methods for implementation are still to be defined.

Moreover, the DE Consensus lacks wider implementation at EU level and is still not implemented at national or grass roots level. In all probability, the processes of implementation of DE Consensus and definition and implementation of national DE strategies will go hand in hand, before Non-State Actors and Local Authorities can define a European strategy.

5.3.3 Extent of the awareness raised amongst EU citizens through implementation of the programme

The extent of the awareness raised amongst citizens through the implementation of the programme is complex to tackle and poses methodological problems.

First of all, its quantitative measure was impossible to implement in the frame of this evaluation, as it would need to rely on a previously established baseline study to analyse the changes and determine the part of the changes attributable to the programme. Nevertheless, Eurobarometer gives indications of the awareness raised on development issues amongst European citizens. A survey published on AR in the EU⁵⁶ shows that citizens fail to take into account policy documents and the terms officially used but are sensitive to development issues, with notable differences between OMS and NMS⁵⁷. Nevertheless, the statistical approach of the Eurobarometer does not help much to evaluate the extent of the awareness raised through implementation of the programme.

A qualitative approach is then necessary, which must consider different factors: target groups, modus operandi, impact, among others. From the comparison of these factors in the visited projects, some general conclusions can be drawn.

Actions implemented at school level raised awareness amongst a very large public of students and multipliers such as teachers and librarians through one-off actions that generally did not succeed in influencing the school curriculum, and through more sustainable actions in the field of pedagogical support. Especially in NMS, this kind of action is based on church movements and a broad net of volunteers, which reaches a very large public but present the weakness of a high turn-over amongst multipliers.

Informal education generally aimed at raising awareness amongst leaders of social movements at local level, with a potential impact at grass-roots level (e.g. 2001-10324). The lack of follow-up limits the effectiveness of this type of action, as well as the appraisal of its sustainability.

⁵⁶ Europeans and Development Aid, Eurobarometer Report – June 2007

⁵⁷ According to this survey:

- 6% of the people surveyed know what the European Consensus is and 73% of EU citizens have never heard of it;
- only 4% know what the MDG goals are and 80% do not know at all what they are;
- sub-Saharan Africa is considered by 64% of those surveyed as the region most in need of European Development Aid but the survey shows a high number of “don’t know” responses in some NMS;
- the issues named most often as the top three priorities are extreme poverty and hunger (66%), the spread of HIV/AIDS, malaria and other diseases (46%) and universal primary education (33%). Generally, NMS citizens prioritise extreme poverty and hunger and HIV/AIDS, while in the EU-15 the pattern reverses, with priority given to achieving universal primary education and promoting gender equality.

Projects involving media (e.g. 2002-12411; 2003-12376) reached general public as well as public decision makers within and outside the EU. Many of the most recently funded projects are using new media to reach young people. But the link between media and civil society within the programme is still loose.

Multi-projects (1999-12712; 2004-65352) developed actions at grass-roots level to a limited public. They rooted in the citizens' perception on development issues due to the proximity relationship between implementing NGOs and citizens. The increased capacity built through these projects that involve grass-rooted NGOs, suggest a strong potential for the sustainability of the awareness raised.

Projects of education on fair trade and sustainable development involved NGOs with a permanent activity and link to the public, though limited in number. The awareness raised is strengthened by the support of networks, from grass-roots level to European fair trade structures, which allow actions targeting the general public, schools and volunteers to be maintained over time.

Projects based on campaigning (e.g. 1999-10158; 2006-131323; 2006-131201; 2006-131675) have reached a very large and diverse public, including the general public, decision makers and also local authorities and economic actors. Their modus operandi have changed over time into a very interesting combination of methods that allow them to raise awareness at all levels, from grass-roots to European, and gain influence on real changes of attitude.

Other projects developed this potential for change with a direct impact on development issues (e.g. 2000-10273; 2000-10280; 2001-10347; 2004-65679; 2005-97538). They combine awareness-raising with actions aiming at actors of development, such as organisations of migrants, professional organisations, and more recently organisations linked with trade unions.

A large part of the work done at programme level through the funded projects increased the capacity of civil society organisations on DE/AR (NGOs themselves, platforms) and also think tanks (e.g. 2006-131673).

Some projects have allowed the establishment of partnerships between NGOs, other Non-State Actors (mainly universities, research centres, professional organisations, trade unions) and Local Authorities, at developing coalition work that enlarge the scope of citizens reached.

It seems that AR has had a bigger impact on NMS because they are coming from a lower base, and development co-operation issues in OMS tend to be more complex and issue-based.

Overall compared results show that the argument sometimes heard that "DE/AR preaches to the converted" is being surpassed by notable efforts in the search of strategic targeting, combination of methods used and coalition work. Links established between local, regional, national and European levels considerably increase the effectiveness of awareness raised.

Finally, the programme has not developed a strategy of working with the media. Some projects are focused on communication and led by NGOs with close ties with the media, but the link between media and civil society organisations is still loose.

Project Level

5.3.4 Global analysis of the anticipated and unanticipated results

At project level, anticipated results and target groups are very diverse, leading to a patchwork of projects.

Target groups reached by the programme have been very diverse: school children, students, teachers, all kind of multipliers, the general public, policy makers, but also NGOs themselves and platforms. Most recently, innovative working methods, such as new forms of campaigning and advocacy have broadened target groups to private companies' shareholders, consumers and corporate decision makers, which largely disproves the argument that DE/AR “preaches to the converted”.

Nevertheless, there have been some missed opportunities to broaden the target groups further: parents' associations, teacher pre-service institutions and educational authorities at local, regional or national level could easily have been involved in formal and non-formal DE activities. Businesses and consumers could also have been more involved.

Integration of DE in school curricula was not the objective of any of the 40 projects analysed, but a survey on the status of DE in the formal education sector and school curriculum in countries of the EU by OXFAM GB DE and Youth Programme, and EDUCASOL for Coordination Sud, in the framework of DEEEP activities, presents a summary of experiences in all 27 EU Member States. Integration of development issues into formal education systems is limited to a small number of OMS⁵⁸.

Most of the initiatives related to education took place in the non-formal and informal sector. They gave awareness-raising as a result but it is not systematic and there is not much capitalisation of experiences. A lot of teaching and educational materials have been produced, but are not used systematically. In some countries, there is an excess of non-formal education proposals at school level.

The difficulty for projects to enter the sphere of formal education seems to be related to the lack of integration of some key target groups at local level, as well as the absence of lobbying actions in the design of education projects.

⁵⁸ The report Development Education and the School Curriculum – A report on the status of development education sector and school curriculum in countries of the European Union is available at:
http://www.deeep.org/fileadmin/user_upload/downloads/School_Curricula/report_school_curricula.pdf

Awareness-raising has been reached generally through synergies with national campaigns led with government support, sometimes in the framework of international campaigns, such as MDG, Alliance 2015 or Global Campaigns Against Poverty (GCAP). Innovative campaigning methods that combine grass-roots work, social mobilization, advocacy and/or work with business decision makers and shareholders, resulted in changes of attitude and improved public understanding of the issues and the difficulties faced by developing countries and their people. These campaigns have been led by families of NGOs or by thematic networks in cross-border initiatives.

Coordinated lobbying actions, at EU and national level, also sparked changes in the opinions of key decision makers and the public opinion.

The strengthening of NGDOs and networks has been one major result of the implementation of the projects, due to different factors:

- the implementation of consortium projects has increased the lead NGO's project management capacity, as well as the DE expertise of all the project partners. It also strengthened relations within NGO families and thematic networks involved in the same initiative;
- multi-projects and capacity-building projects clearly contributed to raising the capacity of smaller NGOs;
- Presidency projects reinforced DE working groups and national platforms by offering them the opportunity to structure DE approaches and methods;
- the targeted projects DEEEP and TRIALOG - through the summer school pan-European exchange of experiences and the partnership fair providing links between OMS and NMS NGDOs - considerably reinforced networks of platforms and NGOs, giving coherence to the programme itself.

In NMS, projects increased NGOs' DE expertise as project partners and supported emerging NGO leaders as main applicants on projects. They also provided a base for a stronger inclusion of DE in their platforms' agendas and indirectly in the agendas of MFAs and its consequences on development co-operation.

Media projects created a positive environment for DE though the dissemination of in-depth articles on development issues.

Several projects have developed joint work with new eligible actors like trade unions, local authorities and universities, building bridges between NGDOs and other non-state actors and providing a base for multi-actor initiatives in the framework of the "Non-State Actors and Local Authorities in Development" programme.

5.3.5 Best practices: examples and reflections

No systematic reflection has been carried out on best practices in the programme at European level. Some elements have been elaborated by DEEEP, under examples of good DE projects, based on the innovative and inclusive aspects of their work and on the impact on their intended target groups. National synthesis

elaborated by OECD or GENE are also available in some countries. DEEEP also elaborated a diagnosis on DE in school curriculum at the European level. However there is no systematic analysis on the definition of processes gained from looking at existing projects, in terms of combination of methods used at the European level for Development Education and Awareness Raising according to the projects' specific objectives.

There has been some systematisation in a few countries (e.g. Spain, Italy and Ireland) on methodological approaches and tools through exchanges and compilation of educational tools and teaching materials, as a base for shared knowledge on education issues. Led by DE working groups, this exercise limits the further investment of time for starting projects. Led by consortia, it allows a shared methodological base and an enrichment of references for each partner, on a specific theme, especially when it integrates the vision of the South (e.g. projects 2004-62911; 2006-131320).

The link between campaigning and advocacy also represents a strong added value, especially when both processes are carried out at EU and national level in a parallel way, with a clear definition of target groups and supported by important grass-roots work, which allows fast and multi-located social mobilization. Under these conditions, collaboration can be put in place between several stakeholders at project level, such as between NGOs and public and private enterprises (e.g. 1999-10158; 2006-131675; 2006-131201). This combination of modus operandi seems to be a good way to develop effective work between civil society organisations (CSOs) and enterprises on Corporate Social Responsibility, or to spark private-public partnerships.

Consortium work is more effective when the consortium itself is based on networking with affiliated NGOs or families of NGOs (e.g. Fédération Artisans du Monde, Caritas Federation, Bankwatch, Friends of the Earth) or with NGOs with previous shared experience of work on a common thematic approach (e.g. collectives).

Fair trade experience shows that results are reached over time, which is also a condition for effective networking. All projects on fair trade are combining commercial activities in workshops with development education and awareness raising actions resulting in changes in the consumption practices of part of the European citizenship. In addition, they promoted exchanges of experiences through the national and European fair trade networks⁵⁹, resulting in their reinforcement and better effectiveness.

Multi-stakeholder projects, in addition to creating the possibility for greater cohesion amongst civil society organisations also help impulse synergies, broaden target groups and improve the results of awareness raising.

Finally, pan-European projects are essential to facilitate the exchange of experiences between national platforms and give coherence to the whole programme.

Best practice should be a first step towards quality and making the programme more efficient.

⁵⁹ At the European level, systematic exchanges of experiences have taken place through the European section of the International Federation of Alternative Trade (IFAT-Europe), that works on integrated fair trade commodity chains; the Network of European Workshops (NEWS); the European Fair Trade Association (EFTA), that groups European importers and the Fair Trade Labelling Organisation.

5.3.6 Main conclusions and recommendations

There have been some missed opportunities to broaden the target groups; however innovative working methods in networking in the areas of fair-trade/ the environment/commodity chain advocacy/corporate social responsibility and multi actor partnerships (Trade unions/ youth workers/diaspora group links) demonstrate that there are examples of best practice in the projects. Advocacy campaigns have not made sufficient use of lobbying the European Parliament, Council of the European Union and a broad range of government ministries, which could improve the reach of DE/AR activities overall. This is especially relevant for getting DE/AR on school curricula, where the lack of advocacy at the EU and national level has limited DE/AR progress in the formal education sector. DE/AR has not achieved high coverage on school curricula throughout Europe. As a result, most DE/AR projects are carried out in the non-formal education sector. The DEEEP has carried out in-depth work on school curricula, but none of the projects visited during the evaluation had the objective of promoting the inclusion of DE in the education system, so formal DE is still lacking in most MS. Furthermore MFAs and Ministries for Education don't engage in enough dialogue over DE/AR in some EU States.

The evaluation team recommends that that a broader and in-depth study of *only* the projects funded under “Co-financing European Development NGOs” programme should be carried out to draw out a more systematic collation of best practices and lessons learned from the programme, which has not been possible within the scope of this evaluation. This study could be used to better inform project selection and evaluation under the “Non-State Actors and Local Authorities in Development” programme, it could also form the basis for information management of the institutional memory of the projects and be a strong resource for DE/AR activities. The evaluation team suggests this study could be developed in collaboration with universities or institutions to further integrate DE/AR activities in this area. The mission also recommends that the EC should also continue to fund co-ordination and networking through consortia and network projects at the EU level since it is a unique feature of the programme and an effective practice to achieve the EU dimension which should remain a priority of the programme.

5.4 Impact

Programme Level

5.4.1 Integration of accumulated experience of DE/AR

The DE/AR EC programme has grown organically since its inception at the end of the 1970s. During the evaluation period 1997-2007 there has been a significant impact on DE at the EU level. The procedures and mechanisms introduced at programme level since 2000 have streamlined the management of the application process to accommodate the growing number of applications. They have also helped to overhaul outdated mechanisms in order to adjust the programme to accommodate the expansion in 2004 to the New Member States as a priority. The programme has had to balance many different factors of change that have affected its working processes in order to continue to have an impact in the area of DE/AR.

The recent introduction of the multi-stakeholder development education core group offers an opportunity to help renew dialogue between multi-actors and the European Commission. The DE Consensus developed and co-ordinated by the DE Forum provides a major stepping-stone for future collaboration between the EC and the multi-stakeholder group. These developments offer positive opportunities for the future impact of the programme through closer cohesion between all the actors involved in DE at the EU level.

In the past 10 years, DE/AR actions have had an impact at the national level. MFAs in many countries have grown overall and DE has moved up on the political agenda, partly due to strong lobbying efforts at all levels for DE. This is particularly true for some NMS, which started from a very low base, as well as some OMS moving to new levels of commitment to DE at a national level. National platforms have also expanded to include DE fora (working groups and other networks), which have increased the impact of DE at the national level, especially amongst NGOs. The growth of DE fora has contributed to the impact of the DE consensus and the process itself has had a positive impact on the learning, co-ordination and coherence of DE within civil society in Europe. There has also been a positive impact from the emergence of higher education courses dedicated to the formation of DE professionals, further promoting and stimulating debate and institutional learning in the area of DE.

Progressive changes to the programme have not been matched with an equally progressive financial budget. The objectives of the programme are ambitious and growing, especially with the introduction of new eligible actors, therefore the budget currently available may be limited in order to achieve the programme's ambitions, which may in turn impede its future impact.

In the course of the evaluation period, there has been a slow decline in the overall projects financed in terms of their creativity, innovation and dynamism to launch new trends in DE work that can influence other areas of work such as community relations. In the late 1990s there were more projects financed of this calibre rather than a few of the well formulated, well organised but less ground-breaking projects that are more evident in the latter years of the evaluation period. The reason for this could be that the more recent projects are broader in their scope and objectives, especially the consortia projects, because they have to coordinate across different MS with different levels of development in their societies. They therefore have to be more homogenous in their approach rather than creative. In the late 1990's there were more individual projects focused on a specific area in a specific member state which permitted at times more creativity to develop in specific areas (See projects 1999: 10158 and 2001: 10326) and led to ground-breaking projects.

5.4.2 Multi-stakeholder dimension

In the scope of the "Co-financing European Development NGOs" programme the experience of managing projects has contributed to the strengthening of NGO capacities. The reflection and practices of some NGOs in the area of DE has made them leaders at a national and EU level. They have helped put DE on the agendas of national platforms and the DE Forum and they are also leading work with other civil society organisations. These NGOs have already built up expertise and knowledge about how to work in a cross-cutting way with actors such as trade unions, universities and local authorities. These experiences, whilst still initial and fragile, are a limited impact of the former programme that can be capitalised upon in the "Non-State Actors and Local Authorities in Development" programme. These capitalised

experiences could have a potential impact on the future workings of the multi-stakeholder dynamic foreseen in the “Non-State Actors and Local Authorities in Development” programme.

It should also be noted that the right of initiative, which is at the core of the EC programme, has had a positive impact. The expertise and knowledge coming from civil societies in the South to the North, have initiated changes in Development Co-operation at the EC level. The move towards decentralisation, bringing the EC closer to civil society through a stronger local and regional presence, is an issue that has been brought from the South to the North that has influenced objective 1 of the programme that provides development co-operation activities in developing countries. The principle of global interdependence is therefore enshrined in this exchange and it enriches the overall programme through healthy dialogue and informed views from the global South. This has affected the overall coherence of the programme whereby the principles laid down at the theoretical level have begun to resound at a practical level and achieved changes that have had an impact. In DE/AR projects the right of initiative has helped innovative, ground breaking activities to flourish, especially during the early part of the evaluation period that has been a limited impact of the programme. Moreover DE is also starting to be an important consideration in development co-operation projects in developing countries which could lead to a greater integration of DE/AR activities and development co-operation under the “Non-State Actors and Local Authorities in Development” programme. This could have an impact on the achievement of the programme's overall objectives.

5.4.3 Perceived changes of the political climate in relation to DE

Over the evaluation period, as mentioned previously in 5.4.1, there has been some impact in making DE visible at the political level. However the progress has not been reflected by an overall increase in the budget commitment to DE at the EU level. There appears to be a limitation in the impact DE has had in establishing itself as a priority on the political agenda.

In terms of private funding for DE/AR the evaluation team found some evidence in OMS and NMS of private foundations that support DE, however the information is limited as the main scope of the evaluation focussed on public funding for DE/AR activities. Nevertheless, private funding from donors outside the EU has been very important for the structuring of NGOs in NMS before their accession to the EU. Foundations linked with the bank sector are also important for the set up of coalition works at a regional level in Italy. An interesting development over the evaluation period has been the development of commodity chain advocacy found in projects such as the Clean Clothes Campaign 1999: 10158 where the corporate sector has been targeted. In general, over the evaluation period, corporate social responsibility campaigns (pioneered by such companies as The Body Shop) have increased and companies can be seen more often promoting environmental or social issues. The targeting of the corporate sector, as illustrated in project Extractive Industries 2006: 131201 is also an effective and efficient way to change perceptions and attitudes by getting companies to change their habits and in turn publicise their positive changes to the Public to promote their brand integrity. The issue of corporate social responsibility is particularly advanced in the Netherlands where EC funded projects can be considered as best practice for having an impact in this particular area. In addition, private funding through fund raising is becoming more and more important for big and some medium NGOs, in order to face the growing difficulty in accessing public funds. This is particularly relevant for NGOs linked with churches (as in Germany and most NMS) or social movements (e.g. Italy where fund raising is secured from the social economy, such as cooperatives).

There is also a limitation in the impact of DE within national platforms. The DE fora in many countries are under-resourced and fledgling and they have to compete with other demands on the national platform agenda. Within NGOs, whilst there is a growing sense of the importance of integrating DE in their work - inside and outside Europe – it is still not a top priority for most NGOs whose priorities remain primarily with service provision development cooperation issues which because of their urgency (humanitarian disasters, conflicts etc) tend to take precedence in the NGO agenda over more long-term DE/AR issues. DE/AR, therefore, still needs more overall empowerment such as the recommendation from UNDP that 3% of ODA⁶⁰ (in the context of the UN target of 0.7% of GNP to ODA), should be dedicated to development education. In the NMS, although there has been increased awareness of development co-operation, there is still a limited impact for DE, with a rudimentary but growing understanding of the relevance and importance of DE.

Linking DE/AR as a priority with the growing problems faced in many European States and societies, which are attempting to integrate increasingly large migrant and immigrant communities, has been a missed impact opportunity for the programme. The opportunity to influence the political climate and reach the Public through a controversial issue that affects everyone's daily lives could have given the DE/AR programme the cutting-edge vision to make DE a priority on national agendas.

Project Level

5.4.4 Mobilisation of EU citizens in support of Development Co-operation

Over the evaluation period, impacts have been hard to measure in many projects financed by the EC programme. The results tend to be a mix of quantitative and qualitative data that are hard to specifically link to the impact a project has had on EU citizens. DE methodologies are also generally weak for this kind of measurement. In reality, it could be said that there is a cumulative effect of factors that mobilize EU citizens to support development co-operation. The evaluation team specifically noted the different levels of awareness of development issues between OMS and NMS in the course of the evaluation. DE has particularly had a greater impact in NMS due to the lower knowledge base of development cooperation issues so the audience is more receptive and therefore easier to reach. This has been noted by national platforms in NMS and within some projects such as 2005: 97684 . In OMS the target groups are harder to reach because there are a lot of issues in the media, and on the political agendas, so the knowledge base is therefore more sophisticated since these issues have been in the public domain longer in many of these countries (see country reports Annex 10). There is even a new trend developing in some countries (Netherlands, Ireland), where individuals mount their own “tailor-made” development projects either out of disillusionment with the effectiveness of NGO support for development co-operation or the desire to be more directly involved in the issues they support. This impact has been seen positively or negatively (respectively) in these countries and the way the issue has been integrated (or not) into other development co-operation work at the national level is different. This highlights how the same issue can impact differently at the national level according to the national context and similar DE issues are on-going and developing in every national context across the EU.

Whilst there are some misconceptions of DE that suppose it always targets the same people, the projects demonstrate that broader approaches have been taken to reach EU citizens. Intelligent combinations of

⁶⁰ National Structures for organisation support and funding for DE, mentioned on p 96. Gene Report 2003

modus operandi (networks that add coherence) have been used in the formulation of proposals to have an impact. Territorial coalition work has produced some very targeted and powerful campaigns. Fair trade and environmental campaigns are key themes that have been developed in innovative ways and have had particular impact at grass-roots level in NMS and countries such as Greece and Portugal.

A peripheral impact of the programme in countries such as Denmark, the Netherlands and Sweden has been to try and root NGOs more firmly in civil society. Development co-operation activities have been largely led by the national government in these countries, however by introducing higher co-financing elements into their national programmes they are now urging NGOs to engage in closer collaboration with EU citizens to gain more legitimacy for their development co-operation and DE/AR activities. NGOs in these countries have been mostly funded by the national government so their links with the public are quite weak since they have not relied on them for financial or other support for their DE/AR activities. These NGOs therefore have to develop closer ties at the grass-roots level with the general Public in order to explain their activities more comprehensively to convince and mobilise EU citizens, especially since in Denmark and the Netherlands people are slowly becoming disenchanted with development co-operation and DE/AR activities. Governments that have taken the lead in development cooperation and DE/AR activities, where NGOs do not have links with the Public, have been prompted to act to ensure NGOs have greater anchorage in their national societies for the promotion of these issues.

In the formal and non-formal education projects evaluated there was not much evidence of systematic work with multipliers, which is a limitation of these projects impact in the education sector. These same projects do not clearly demonstrate educational indicators or a broad range of key target groups thus also limiting the potential impact of the project in ultimately reaching and mobilizing future citizens. It should be noted, as mentioned previously in 5.1.8, that school curricula are crowded in many EU countries and there is a trend towards focusing on basic numeracy and literacy skills in many countries. The autonomy of many schools in Europe and the use of traditional teaching methods mean that when projects are able to penetrate the formal and non-formal education sector they do have an impact, however it often requires a great deal of effort to achieve this and it is an issue in OMS and NMS.

5.4.5 Dialogue between NGOs and government institutions on DE

Overall there is an increase in dialogue, which is an impact of the programme. In NMS there is a limited but improving dialogue that has been a positive impact of the EU dimension especially where comparative valuation of progress between NMS has helped to influence some States to improve. Peer reviews of DE/AR activities carried out by GENE or OECD has also facilitated dialogue. In some OMS dialogue has considerably improved between the government, national platforms and NGOs, which has had an impact on the integration and cohesion of DE at the national level. Efforts at the national level to strengthen national platforms, such as the V4 initiative led by the Austrian Development Agency (ADA), have helped to increase dialogue and co-ordination between platforms. Presidency projects have also had an impact on strengthening national platforms as well as contributing to multi-stakeholder working.

DEEEP has had a significant impact on increasing dialogue between the national platforms at the EU level. The exchange of best practice through the summer schools has helped improve DE expertise and

knowledge in NGOs. Exchange has also allowed innovations to be transferred in a cost-efficient way at the EU level and has contributed to the development of networks, partnerships and consortia.

TRIALOG has increased the capacity of NGOs in NMS to work in DE and initiate dialogue with their own national government as well as networking amongst themselves. TRIALOG has had an impact on Civil Society's involvement in the field of development in New Member States, which was not so common at the beginning of the enlargement process. Under the “Co-financing European Development NGOs” programme; the work by the DE fora/working groups of platforms, the expertise within NGOs of DE issues and the possibility of the EU dimension to extend and build capacity have all been positive aspects. This has also helped to increase dialogue on DE/AR at the national level.

The prioritising of consortia to promote the EU dimension of the programme has had an impact in encouraging OMS and NMS to work together, share experiences and promote a broader reach for DE/AR activities. However leading a consortium is a responsibility that has largely been borne by NGOs in OMS under the “Co-financing with European Development NGOs” programme. Capacity for leading consortiums has been developing in NMS in countries such as Poland, the Czech Republic and Hungary (where some of the more recent consortiums are now being led by NGOs in these countries) however it is too early to assess what impact this will have on the efficiency or effectiveness of the projects. The promotion of consortia at the EU level has also helped to increase dialogue between NGOs at this level. Consortia have also involved government institutions through co-financing so they are also an important tool to encourage dialogue between NGOs and government institutions.

Capacity building projects have had a positive impact in increasing dialogue between institutions. There has also been a limited impact through the projects of increased dialogue between civil society organisations and local authorities, which can be capitalised on for the “Non-State Actors and Local Authorities in Development” programme.

5.4.6 Main conclusions and recommendations

In NMS DE/AR project activities have had more of an impact than in OMS due to the low base of awareness regarding development issues in NMS. National platforms are weak in many countries and there is a lack of DE fora, which has limited the programme's overall impact. In spite of some achievements, DE still has to gain more priority on EU government agendas to achieve greater future impact. The introduction of national government co-financing in EU States where funding has been exclusively from the State, for example in Denmark, it has been an effective way of anchoring NGOs in society and bringing them closer to the public, thus increasing the legitimacy and impact of their development co-operation activities. National platforms working at a regional (or in a select group) level such as the V4 initiative promoted by the Austrian Development Agency represents a limited impact of the programme. Consortia have increased the impact of the programme by promoting dialogue between MS and NGOs through co-financing and some capacity for leading consortia can be seen in NMS.

The evaluation team recommends that the EC programme continues to prioritise DE support in NMS since it has the most impact in this area and there is less governmental support there. The evaluation team also recommends that more support such as training, and information on handling budgets, implementation and accountancy should be given to capacitate *all eligible actors* in NMS so they can develop the capacity to lead consortia in these countries, as well as participate fully in the programme.

5.5 Sustainability

Programme Level

5.5.1 Political support for DE/AR

Political support for the DE/AR component grew steadily during the evaluation period. New policies were formulated and the inclusion of DE/AR in key documents helped strengthen and make it sustainable in the political sphere. The DE Consensus is a recent document outlining the key stakeholders strategy for DE, which has been a consultation of key stakeholders in the EU, led by the DE Forum, in a bottom-up process that is now being brought to the political level but is still not a policy document. This document, and others, add to the sustainability of continued dialogue at the political level about DE and keep it on the political agenda.

In the OMS it is evident that in most countries DE/AR has become increasingly important, institutionalised and sustainable through national governments, governmental agencies, national platforms, DE fora, NGOs and other multi-stakeholders. Notable exceptions include Greece and Portugal where growth has been limited by weak government support for DE/AR whilst in Italy there has been a strong focus on local authority support for more regional initiatives to overcome the lack of political support at the national level. In contrast, in Spain there has been growing and strong support for DE/AR at both the national and regional political levels which is integrated in national strategy. In Germany multi-stakeholder working practices at the national, regional and local levels are a best practice example of sustainable actions (see Annex 10) and working practices that exist and have grown in OMS. This process is just beginning in NMS so DE/AR does not yet have a solid enough base to become sustainable in most NMS. However, in some NMS such as the Czech Republic a good start has been made in order to achieve a solid base for future DE/AR activities.

Supra-national and national NGDO platforms have also been growing to support DE/AR through a proliferation of DE fora (whilst still fledgling) offering parallel support to the EC programme. The growth of these DE mechanisms will help sustain the programme's long-term objectives. Multi-stakeholder working will also help ensure the political and financial sustainability of DE/AR under the “Non-State Actors and Local Authorities in Development” programme since the reach of the target audiences will be broader, and like local authorities who have a double role as recipients and donors, these other actors (trade unions, universities etc) may bring more financial and political support for DE as they will start to include DE work in their agendas. However, coordination mechanisms need to be brought in at the EU level to sustain these actions at a pan-European level and the current budget for the programme, when measured against its ambitions, could impede the possible sustainability of DE/AR activities given the much broader reach that the “Non-State Actors and Local Authorities in Development” programme will have.

5.5.2 Role of Development Education Forum and links with national platforms

DE/AR has achieved a more sustainable role within Concord through the DE Forum and its members. The links between the DE Forum and national platforms through the DE fora are therefore a sustainable development to aid the programme throughout the evaluation period and for the new “Non-State Actors and Local Authorities in Development” programme.

The DE Forum has a major influence on public bodies at the EU and national level in terms of advocacy, primarily through the project, DEEEP. At the EU level the DE Forum engages in lobbying with the Parliament. DEEEP then informs platforms about key developments to engage them in advocacy at the national and EU level. This reciprocal relationship helps strengthen the DE/AR infrastructure to ensure more sustainable advocacy efforts. For example in the process of the DE Consensus, DEEEP consulted all the national platforms in order to obtain their input. It is hoped that the document will be disseminated through the national platforms with the intention of contributing to or developing national strategies. There is also a limited sustainability in the advocacy contacts being made at all institutional levels across Europe for DE/AR by the DE Forum and DEEEP. In addition to advocacy the DE Forum and DEEEP help sustain mutual learning through the exchanges and working groups of the DE Forum at the EU level.

Clear elements of sustainability are DE strategies that help to promote coherence, co-ordination and cohesion at the EU level and between the supra-national, national, regional and local levels. However, there are currently few DE strategies at the national level so the strategic links between the different levels have a limited sustainability at present. The large NGOs that have built up strong capacity and expertise in DE and that can transfer their knowledge and skills to capacitate smaller NGOs, through co-ordination at national platform level, represent a sustainable element of added value.

5.5.3 Amplification of the target groups through the “Non-State Actors and Local Authorities in Development” programme

The key difference between the former “Co-financing with European Development NGOs” programme and the current “Non-State Actors and Local Authorities in Development” programme is the multi-actors approach in the current programme. This opening up of the programme has also created possibilities for sustainable future growth in the area of DE/AR.

In addition to NGOs and the sustainable networks built up through their partnerships and members, the new eligible non-state actors (youth organisations, social organisations, trade unions and independent political foundations) bring a new dimension to the programme for sustaining audiences. The reach of the DE/AR activities that can be funded by the EC programme has broadened considerably and it creates a potential multiplier effect for the programme's sustainability.

The inclusion of academic and research institutes in the “Non-State Actors and Local Authorities in Development” programme opens up the potential for financing projects aimed at collating DE/AR experience and conducting research on key issues pertinent to the DE/AR field. These kinds of initiatives could make a sustainable contribution to the EC programme overall. In some countries (Spain and UK)

this work has already been initiated through DE/AR higher education programmes that will continue to develop expertise in this area and conduct key research.

The involvement of Local Authorities offers a critical element of sustainability for the “Non-State Actors and Local Authorities in Development” programme’s ambitions. The ability to anchor DE territorially at the local and regional level, pulling together multi-actors at these levels, offers the possibility to ground the programme across Europe. From the examples set in Germany, UK, Italy and Spain in particular, important lessons can be learned and capitalised upon in terms of multi-stakeholder working at these levels, although other OMS also have a lot of expertise and experience to offer and share at the EU level. Again, this multiplies the potential for sustainability in the exchange and capitalisation of new experiences under the “Non-State Actors and Local Authorities in Development” programme.

Whilst the target groups have been considerably broadened under the “Non-State Actors and Local Authorities in Development” programme, there are still some key groups that have been somewhat ignored. Economic operators, businesses, enterprises, banks, economic decision makers and consumers who can be targeted by DE/AR may also have an influence on the financial sustainability of DE at the EU and national levels. Targeting teachers' associations, parent/teacher associations and executive school boards could also be a sustainable factor in the formal education sector. Migrant and diaspora groups could also be more widely targeted to create broader and more sustainable community links. Inclusion of these target groups in the analysis of sustainability criteria set out in the evaluation grid for the selection of proposals would help to strengthen the overall sustainability of the programme.

Project Level

5.5.4 Analysis of sustainable factors

From the projects visited during the field phase, it emerged that one element of weakness in the project proposals is the elaboration of sustainable factors. In some projects, thought had been given to sustainable elements and how to achieve this; however in many projects, at the implementation level, sustainable factors had been forgotten, not fully elaborated or gathered ad hoc retrospectively. In many of the projects seen during the evaluation, sustainable factors were not included in a strategic way to the work of the NGO at the end of the project so as to ensure sustainability for the work developed during the project. The introduction of sustainability criteria into the evaluation grid in 2005 offers the possibility for project evaluators to pay closer attention to this when they evaluate project proposals, which could be a factor in creating a greater distinction between approved and non-approved projects. This could also be an area that is monitored during the evaluation of the implementation of projects to ensure greater overall efficiency of the projects.

The networks developed under the financed projects are very strong, efficient and demonstrate sustainable ways of working at the national and EU level. The EU dimension, promoted in particular by the encouragement of consortia and partnerships, is therefore a key sustainable factor that has helped to build these networks. In the NMS networks can be a particularly sustainable element, as many of the new emerging leaders of projects in the networks may become tomorrow's decision makers. Other sustainable elements of the projects include the efforts through advocacy and policy work to keep DE on the agenda amongst decision makers at the EU and national levels. Self-financing and fundraising are becoming

more important sustainable factors for NGOs themselves. The co-financing aspect of the programme therefore stimulates NGOs to seek new avenues of funding for DE work, either through increased support from government or private support. Another trend is evident in some OMS where it is increasingly important for NGOs to develop direct commitment from EU citizens for DE concerns. Strong private financial support for NGOs gives them more legitimacy with government institutions and other civil society actors. It also roots them more firmly in civil society. In Denmark, the Netherlands and Sweden, countries that have traditionally enjoyed almost total government support for DE, there is a reverse trend to try to root NGOs more firmly in civil society by introducing increasingly higher co-financing elements into their national DE programmes as well as urging closer contact with EU citizens to gain legitimacy for development co-operation and DE activities.

Volunteers are also a sustainable element of some projects as they help to enlarge their scope. Whilst not a sustainable factor per se, volunteers can play an important indirect role in advocacy and campaigning actions as part of networks. Finally some projects have demonstrated innovative new methods of intervention by linking to cultural activities such as theatre, music, public events, films and new media projects. These new methods offer sustainability for DE/AR activities to meet the programme's objectives by reaching out to new audiences and target groups particularly at grass-roots level in efforts to further mobilise support from EU citizens.

5.5.5 Integration in the formal and non-formal education sectors

The formal education sector has been targeted since the beginning of DE/AR activities in the EU -, particularly placing DE in school curricula. It is a key factor of sustainability (if it can be achieved) but this target remained elusive during the evaluation period despite the emphasis of the previous evaluation in recommending this.

From the projects evaluated, multipliers developed in the formal and non-formal education sector were not subject to sufficient follow-up when the projects ended in order to sustain the work initiated by the project. The work was also not systematised through key target groups such as teachers' associations, parent/teacher associations and executive school boards that could have enabled a sustainable output from the projects in this area. Systematic inclusion of DE in teacher pre-service and in-service training programmes could also add a sustainable element in the formal education sector. There has been limited sustainability due to the lack of broad co-ordination between actors in the formal and non-formal education sectors: education boards, student bodies, federations and associations of parents, school directors, regional education authorities and teacher training programmes and training centres.

5.5.6 Lessons learned and capitalisation of experiences

During the evaluation period there was some capitalisation of experience that has had sustainable results. In particular the institutional strengthening and coordination of NGDOs, and national platforms capitalised on the experience acquired under the "Co-financing with European Development NGOs" programme. The growing professionalization of the management capacity of NGDOs in the area of DE contributes to the sustainability of DE/AR expertise. National platforms and DE fora have made sustainable efforts to provide nodes for bridging the gaps between the different levels (from EU to grass-roots level) especially through the coordination efforts undertaken by the DE Forum and the DEEEP

project. The need for coordination at the EU level has been a particular lesson learned from the former programme that could be an important strategic sustainable element under the “Non-State Actors and Local Authorities in Development” programme. Presidency projects have had a variable impact at the national level because they have not always been followed up (Greece) so their impact has not been sustainable. In the case of Slovenia, the project set up the basis for a better targeting of DE/AR within the national platform, but support is still needed. It is important that Presidency projects have sustainable strategies attached to their proposed DE/AR activities during the Presidency, or the positive opportunities brought about by having a project can quickly dissipate if they are not capitalised upon.

Capacity-building projects help sustain DE within NGOs, which has a multiplier element and can create additional opportunities to share knowledge, network and exchange best practices. Evaluations, especially external ones, have provided a strong element of capitalisation of lessons learned and should be considered a key element of best practice for sustainability.

Finally, based on the experience of the projects there appears to be a difference between DE/AR actions that seek to change perspectives mainly through actions in the formal and non-formal education sectors and actions, which seek to change opinions through DE/AR advocacy/campaigning actions. The major difference is that educational techniques designed to change a person’s perception take longer to implement than advocacy campaigns aimed at influencing policy. For this reason, in some countries such as the UK, projects in the formal and non-formal education sectors run for five years rather than three. Ultimately for DE/AR work the lessons learned from the projects about ensuring sustainability in this sector is that long-term, consistent work is needed to bring about a change in perspective, which is regarded as a different task from changing opinions.

5.5.7 Main conclusions and recommendations

Presidency projects help to coordinate actors at the national level however after the Presidency period ends sustainability of the projects has been variable. Despite this, the sustainability of some of the Presidency projects is a best practice for making them more efficient and effective. Networks are a particularly sustainable element of working at the EU level, especially with NMS. Co-financing stimulates long-term sustainable funding development for NGOs and greater anchorage in civil society through public support increases their legitimacy. Stricter evaluation of sustainable factors in project proposals could help improve the long-term coherence of the programme. New methods of intervention such as cultural events and new media projects could contribute to future sustainability for DE/AR. DE/AR also needs to reach out and be led by the new generations to ensure sustainable future growth. NMS are a good example of where this is currently happening and it is having a dynamic effect on the implementation of projects. Multipliers, inclusion in teacher training courses, systematisation of educational work, advocacy and broad co-ordination of actors in education are factors of sustainability that could help get DE/AR onto school curricula in the EU. Longer-term projects (for example terms of 5 years) would help to bring about a change of *perspective* in the education sector, which would provide a more sustainable output. Capacity building and evaluations are valuable sustainable elements of projects.

The evaluation team recommends the EC should specifically revise the evaluation grid to give more emphasis to networking between OMS and NMS, sustainable outputs, stronger DE/AR methodologies, broader target groups (e.g. particularly prioritising parents and teachers in the formal education sector and diaspora and migrant groups) and links to national framework strategies because this would achieve greater coherence and integration at all levels for DE/AR activities. The team recommends that the EC

should offer more support such as training, and information on handling budgets, implementation and accountancy to capacitate *all eligible actors* in NMS so they can develop the capacity to lead consortia in these countries. The evaluation team recommends that capacity-building projects should be prioritised for all the new eligible actors to ensure their participation in the new programme.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1 General conclusions

6.1.1. General conclusions at Programme and Project level

The former “Co-financing with European Development NGOs” and new “Non-State Actors and Local Authorities in Development” thematic programmes represent unique demand driven programmes related to civil society at EC level. The Development Education and Awareness Raising component of these programmes aimed/aims at raising awareness amongst European citizens on developing countries issues, including consequences in Europe in the context of globalization.

Their component of Development Education and Awareness Raising has globally reached its objective of raising awareness of development issues and promoting education for development in the European Union to anchor development policy in European societies, to mobilize greater public support for action against poverty and fairer relations between developed and developing countries, and to change attitudes to the issues and difficulties facing developing countries and their peoples.

In particular, **the programme has been successful in:**

- Applying the right of initiative and the Call for Proposals mechanism to select good projects relevant to the programme objectives, at least at country level or for a limited number of countries. Projects have been identified and formulated according to developmental needs identified by NGOs which is consistent with the overall ambitions of EC development policy to be inclusive and ensure an integrated, decentralised, multi-actor, multi-sector approach to development co-operation and DE/AR.
- Developing actions of DE/AR in all Member States, in particular in NMS where DE/AR was almost unknown before their accession to the EU, and mobilizing the expertise of a very high number of NGOs throughout the EU (331 NGOs as main applicants in 690 projects).
- Supporting the majority of DE/AR activities at the national level in Member States where there is little governmental support⁶¹.
- Helping with the emergence of some NGOs with an increased know-how in DE/AR and a consolidated capacity to lead DE/AR processes at national level (e.g. ITECO in Belgium, DEA in the United Kingdom, WEED in Germany, UCODEP in Italy, SETEM in Spain).

⁶¹ Greece, France, Lithuania, Slovenia and, to a lesser extent in Austria, Hungary, Slovakia, Portugal, Estonia, Italy and the Czech Republic. Sweden, the United Kingdom and Germany appear with a low level of ODA/GNP and a reduced DE budget per capita, but DE is integrated into the school curriculum. According to these criteria, Spain also has medium support, but with a steady increase in recent years.

- Empowering DE Fora within the national platforms and linking them through the DE Forum of CONCORD, in particular through the targeted project DEEEP, which represents a strong contribution towards sustainable coordination mechanisms for achievement of the long-term objectives. The coordination of actors in DE/AR has also been specifically reinforced through their cooperation in the formulation of the DE Consensus.
- Achieving broad results on the fields of: 1) knowledge and growing harmonisation of DE/AR activities; 2) political support for DE/AR, especially in NMS (e.g. the Czech Republic, Poland); 3) coordination of actors, with the empowerment of CONCORD's DE Forum and other European networks.
- Associating other initiatives to the EC initiative, such as the Development Centre of OECD, the North-South Centre of the Council of Europe and GENE, which have supported the programme as coordinators/resources for DE/AR activities at the EU level, in particular through peer review processes.

These successes have been supported by the actions of the funded **projects, whose main positive aspects are:**

- Most of the projects visited by the evaluation team achieved their anticipated results.
- A large scope of actors has been reached within the European Civil Society, including teachers, students, multipliers, general public, media professionals, and decision makers at national and European levels.
- Awareness has been raised on a wide scope of themes: general policy issues, globalization, solidarity, economy, human rights, trade, fair trade, finance, debt relief, tourism, gender, workers' rights, children and youth, health, migration, education, food security, agriculture, environment, local development, and MDGs.
- Consortia with a thematic focus and/or involving NGOs from the same family, as well as networks, have had more impact in terms of European dimension, effectiveness and efficiency.
- Campaigning, combined with advocacy and with actions from grass-roots to European levels, have had a greater impact in terms of change of attitude of different stakeholders (general public, local authorities, decision makers, enterprises).
- The strategic use of targeted projects has helped to achieve the objectives of the "Co-financing with European Development NGOs" programme. DEEEP has been an important coordination mechanism for increasing dialogue, promoting exchanges of best practice and building networks and partnerships at EU level and between national platforms and the EU. The contribution of TRIALOG in improving dialogue and building capacity in its work with NMS and accession states has been effective. The Presidency Projects have contributed to strengthening national platforms and DE Fora as well as in some cases encouraging multi-stakeholder working for DE (Portugal, Finland).
- Capacity building projects have helped to build NGO expertise, enabling them to participate in consortia under the programme. However, in the majority of EU countries where national governments support DE/AR activities, EC grants have stricter regulations than government ones so most NGOs have to develop specific expertise to manage such grants.

Nevertheless, **the programme has been less successful in:**

- Using the Call for Proposals mechanism to promote strategic pan-European initiatives and ensure continuity to some good initiatives (e.g. Presidency projects; project 1999-10158 on clean clothes campaign; project 2000-10273 on immigration).
- Developing an overall strategic vision in both the “Co-financing with European Development NGOs” and “Non-State Actors and Local Authorities in Development” programmes.
- Establishing a clear definition of expected results and indicators of achievement for both programmes.
- Systematizing experiences of the funded projects and capitalizing on them, in particular in terms of best practices.
- Fully taking advantage of the links established between grass-roots level, regional approaches, national level (DE Fora, NGOs platforms, national governments) and European level, and bridging the gaps between these levels.
- Promoting the formulation of national strategies on DE/AR (as it has been done in Spain), to which the DE Consensus can provide strong orientations.
- Making DE/AR a priority of the EU or national political agendas, which is still an on-going task, and getting higher political support at all levels. In particular, the programme did not encourage enough the dialogue between MFAs and Ministries for Education for a greater progress on the inclusion of DE in the school curriculum.
- Foreseeing coordination mechanisms between new eligible actors for their interaction at the EU level.

Overall **projects faced difficulties in:**

- Overall broadening of the target groups, however there were innovative working methods noted specifically in the areas of fair-trade, the environment/commodity chain approaches, corporate social responsibility and multi actor partnerships such as those with Trade Unions, youth workers and links to diaspora groups which can be considered as best practices in the projects evaluated during the mission.
- In general advocacy projects did not target a wide range of government ministries or sufficiently lobbied at the EU level, which could have extended the overall reach of DE/AR.
- Projects in the education sector appear to have limited DE/AR progress in getting on the school curricula in many Member States by failing to include advocacy initiatives aimed at the European Parliament or the Council of the European Union (who have previously supported DE/AR to be included in school curricula), which has been a lost opportunity.
- In addition these projects did not establish sufficiently strategic mechanisms for the sustainability of their actions, which is generally not included in project proposals (e.g. multipliers, inclusion in teacher training courses, systematisation of educational work, advocacy and broad co-ordination of actors in education). In this field, coalition work with different stakeholders has had better results.
- Communicating the lessons learned from their experience to the DE Fora, so capitalization has been limited at national platforms level, which has limited the strengthening of links from the base to the EU level and the capitalization of experiences.
- Improving NGOs’ management capacity and adjust it to the complexity of EC financial rules.

6.1.2 General Conclusions for DE/AR at the National Level

EC programmes have largely contributed to elevate the profile of DE/AR in all Member States, even if in an unequal degree. They helped most of OMS to structure better their DE/AR apparatus, even if the process is unachieved in countries such as Greece and Portugal. In NMS, they promoted a dynamic force, with significant results in some of them (e.g. Poland, the Czech Republic and Slovakia), however in order to maintain this momentum additional support should be sought from national authorities so there will be a joint effort to elevate the profile of DE/AR activities in NMS. The EC programme can only support DE/AR activities in Member States by complementing them through the EU level where DE/AR national budgets are low rather than be regarded as a replacement for national support for DE/AR activities. Strong and adequate support from Member States for DE/AR would allow the EU to focus on the EU dimension of DE/AR activities and the creation of stronger coordination mechanisms, networks and partnerships at this level and thus aim to achieve the overall objectives of the programme.

Dialogue is improving in NMS and comparative valuation of progress, through review processes, is a helpful tool to encourage growth of DE/AR in NMS.

In some countries, framework partnerships (e.g. Belgium), national strategies and strategic planning highlight the diverse activities that promote DE/AR and integrate DE/AR at the national level. In particular, national strategies as a result of State/civil society collaborations (e.g. in Spain) can be considered best practice for DE/AR at the national level. Most of the time, these national strategies resulted from EC funded projects (e.g. Spain, France) and counted on the support of DEEEP. The DE Consensus, as a key stakeholder DE document, can contribute to the elaboration of a national strategy.

Co-ordination and communication within Member States is generally weak both inter-departmentally and between governmental EC representatives, e.g. DCI Committee representatives. Improvement in this area could trigger stronger support for DE/AR at the EU level and more cohesion and coherence for DE/AR activities at the national level. On the other hand, national platforms and DE Fora have generally not been able to promote a systematic exchange of experiences at the national level and to share lessons learned with the national governments. Strengthened national platforms and empowered DE fora would help with the overall coordination of EC programmes, specifically creating a better nexus for DE/AR activities between the EU and national level and bridging the gaps observed by the evaluation mission.

The introduction of national government co-financing schemes in some EU Member-States where NGOs depended for too long exclusively on government funds (for example Denmark) has been an effective way of anchoring NGOs in society and bringing them closer to the public, thus increasing legitimacy for their development co-operation activities. In the Netherlands co-financing has been extended to individual citizens in line with the current trend of encouraging individuals to launch their own development projects (see annex 10).

Initiatives such as the Austrian Development Agency (ADA) Regional Partnership Programme, which aimed to strengthen the regional platforms in Slovakia, Slovenia, the Czech Republic and Hungary and the coordination between them, through financial support from ADA, is an example of best practice in the area of support for national platforms identified in Member States. The evaluation teams recommends that initiatives, which support national platforms, through regional partnerships (or working in select groups), should be encouraged as an effective way of strengthening the national platforms.

6.2 Recommendations

6.2.1 General Recommendations for the European Commission.

The recommendations of the evaluation team concentrate on improving the general mechanisms and procedures for the implementation of the “Non-State Actors and Local Authorities” programme in three directions at programme level.

First of all, the demand driven nature of the programme must be maintained, as the right of initiative guarantees a good evaluation of the needs in the field of Development Education and Awareness Raising, due to the expertise of all eligible actors on development issues.

The restricted Call for Proposals must be kept as the main mechanism to identify projects with a multi-stakeholders approach, having demonstrated its capacity to select good initiatives. It should however be improved through an adjustment in the definition of its priorities; European dimension and partnerships between OMS and NMS; coalition work with multi-stakeholders; combination of modus operandi; capacity building. Further improvement can also be sought through an adjustment of its evaluation grids (links between levels of intervention) – from local to European- in sustainability.

An increase in thematic focus aimed at avoiding the scattering of the EC funded projects and to improve performance indicators is not recommended for “standard” projects, as needs vary considerably from one Member State to the other. Thematic networks actually have been efficient in limiting this scattering, but only in a limited number of Member States, for example in Luxemburg, France, Belgium and Poland, where agricultural networks have been created. Pan-European networks at the EU level are as yet limited however there are some emerging and successful networks at EU level such as the Clean Clothes network and Bankwatch.

To bridge the gaps identified by the evaluation, other mechanisms should be set up and/or reinforced.

The second direction consists in improving the coordination and the strengthening of actors. The present evaluation identified that:

- NGOs national platforms and particularly their DE Fora present some weakness in terms of their leading and coordination role as well as financial and organizational capacity (with some notable exceptions such as in the United Kingdom, Germany and Finland).
- Co-ordination and exchange of experiences supported by a European coordination such as the DE Forum significantly contribute to building a common vision on the goals and methods of DE/AR in the EU Member States, as well as to supporting national strategies (e.g. in Spain), linking advocacy work at national and European level, and facilitating a higher profile of DE/AR in NMS.

Consequently, the evaluation team recommends that core funding be allocated to the weakest national DE Fora, in particular in NMS, to ensure an effective coordination work at national level and between national and European level. It also recommends to core fund the European structures for DE/AR within the coordination bodies of the different eligible actors.

A better dialogue between eligible actors and government institutions should be encouraged, through a more important participation of MFAs and development agencies in European events (conferences, seminars, etc.) in order to promote a better linkage between national and European initiatives in the field of DE/AR.

Thus, the evaluation team recommends increasing the budget of objective 3, in order to bridge the gaps through an improvement of coordination mechanisms.

Finally, the third direction is the promotion and empowerment of strategic initiatives in a pan-European perspective that involve different eligible actors. Experience from the projects visited shows that better results in raising awareness and changing attitudes of citizenship and public and private decision makers are gained from coalition work with different stakeholders and joint actions at an as large as possible European level⁶². Networks and families of NGOs as well as thematic consortia have succeeded over time, and for a limited number of countries, in identifying and implementing partial partnerships with different now eligible actors under the “Non-State Actors and Local Authorities” programme. The relevance, efficiency, effectiveness, impact and sustainability of the programme would gain from stronger partnerships between eligible actors based on a common vision at the pan-European level in strategic areas such as food security, decent work, migration and environment.

Consequently, the evaluation team recommends the set up of an advisory multi-stakeholders group, composed of experts from the European coordination of each kind of eligible actors, which would discuss strategic interventions and priority themes or areas at the pan-European level (e.g. environment, migration, workers’ rights), aiming at improving the programme’s coherence in the frame of the right of initiative.

Finally the evaluation team recommends the EC to evaluate the financial means necessary for the achievements of the overall objectives of the “Non-State Actors and Local Authorities in Development” programme given the complexity of the inclusion of new actors.

6.2.2. Specific Recommendations for the European Commission

6.2.2.1 Specific Recommendations for “Standard” Projects

- Ø The evaluation team recommends that a broader and in-depth study of *only* the projects funded under “Co-financing European Development NGOs” programme should be carried out to draw out a more systematic collation of best practices and lessons learned from the programme, which has not been possible within the scope of this evaluation. This study could be used to better inform project selection and evaluation under the “Non-State Actors and Local Authorities in Development” programme. Support from the Operations Quality Support Unit of EuropeAid or out-sourcing the work could be ways of achieving this.

Collation of information regarding DE/AR activities could form an institutional memory for DE/AR projects and be a strong resource for DE/AR activities in the EU. The evaluation team recommends that this is developed by the EC in collaboration with universities or institutions to further integrate DE/AR activities with these new eligible actors.

- Ø The evaluation team recommends that the EC should build on experience gained from projects financed under the “Co-financing with European Development NGOs” programme and prioritise funding joint cross-cutting, multi partnership projects for eligible actors to work together under the “Non-State Actors and Local Authorities in Development” programme.

⁶² See projects 1999-10158; 2000-10280; 2000-10273; 2000-10282; 2003-12376; 2005-97538; 2006-131201; 2006-131675; Annex 10.

- Ø The evaluation team recommends the EC should specify its priorities and revise the evaluation grid to give more emphasis to networking between OMS and NMS, sustainable outputs, stronger DE/AR methodologies, broader target groups (e.g. particularly prioritising parents and teachers in the formal education sector and diaspora and migrant groups), multipliers (particularly for non-formal and informal development education projects) and links to national framework strategies. This would achieve greater coherence and integration at all levels for DE/AR activities. Links between campaigning and advocacy should be encouraged, with a better integration of the grass-roots level with the national and European levels.

6.2.2.2 Specific Recommendations for coordination Projects

- Ø The team suggests that priority is given to 1) setting up coordination mechanisms (or continue them) for the existing and new eligible actors to bridge gaps and 2) pan-European initiatives that in particular will help strengthen co-ordination at EU level. The team would recommend that a specific Call for Proposals could be launched for these projects. A minimum period of 3 years to a maximum of 5 years is recommended to allow the projects to develop and establish themselves.
- Ø The evaluation team recommends that capacity-building projects should be prioritised for all the new eligible actors in OMS and NMS to ensure their participation in the new programme.

6.2.2.3 Specific Recommendations for OMS:

- Ø The evaluation team recommends that the EC promotes the elaboration of national strategies and these should include elements of the EU dimension, particularly efforts to work trans-nationally and through multi-actor partnerships to support the exchange of DE/AR information. The EC is encouraged to look at the national strategy experience in Spain as a best practice example.
- Ø The team recommends that advisory multi-stakeholder groups at national level should also be promoted and would encourage the EC to look to Germany as an example of best practices in this area.
- Ø The mission recommends that inter-platform strengthening and coordination should be encouraged by the EC and would advise the EC to look at the experiences in Austria as a good example of this.
- Ø The evaluation team recommends that EC consider extending the eligibility criteria special conditions to countries such as Greece and Portugal that have had difficulties in the past and therefore have had a limited participation in the programme.

6.2.2.4 Specific Recommendations for NMS:

- Ø The evaluation team recommends that EC retain the special conditions of eligibility criteria in NMS and acceding countries to permit their continued participation in the programme as a priority in the programme.
- Ø The evaluation teams recommends the EC should offer more support such as training and information on handling budgets, implementation and accountancy to capacitate *all eligible actors* in NMS so they can all develop the capacity to lead consortia.

6.2.2.5 Other recommendations

The evaluation team recommends baseline studies should be carried out in all 27 EU countries in collaboration with Member States to ensure a pan-European mapping of DE in Europe. Collaboration and coordination with North-South Centre, GENE and OECD could also be considered to achieve this

6.2.3 Specific Recommendations for National Governments

- Ø The evaluation mission recommends that Members States promote, co-ordinate and support national DE/AR strategies as a priority and to ensure synergy with DE/AR activities at the EU level.
- Ø The evaluation team urges Member States to consider co-funding DE/AR EC-funded projects as a priority, since this encourages synergy at the EU level.
- Ø Member States are urged to promote multi-actor, cross-cutting DE/AR project initiatives that are local or regional, with the support of local authorities. The evaluation team recommends that advisory multi-stakeholder groups are also created at the national, regional and local levels to ensure community-based responses to DE and to give more cohesion within civil society for DE/AR activities.
- Ø Member States should consider giving minimum core funding to their national platforms and DE fora in order to strengthen them and make them a more effective coordination mechanism for DE/AR.
- Ø The evaluation team recommends that DCI Committee EC representatives from Member States should be in communication with those responsible for NGOs at governmental level and with other relevant Ministries that could be involved in DE such as Education, Environment, Youth etc. Improved co-ordination specifically between MFAs and Ministries of Education is recommended for the incorporation of DE/AR in the formal education sector.

- Ø Member States are strongly urged to set targets such as allocating 3% of ODA, as recommended by UNDP, to DE/AR activities.
- Ø The evaluation team recommends improved co-ordination and dialogue between Member States and the EC and recommends specifically the Member States to consider regular participation in DE/AR conferences to increase the mutual exchange of information at the EU level.

6.2.4 Specific Recommendations for National Platforms/DE working groups

- Ø The evaluation mission recommends national platforms and DE fora should be involved in the development of national strategies and to coordinate this process at the national level.
- Ø Guidelines for the implementation of the DE Consensus at national level should be drawn up to ensure incorporation of the Consensus process into developing national strategies that include regional and local participation in DE/AR activities.
- Ø The evaluation team recommends that networking at regional and national level should be strengthened among DE fora and with the other eligible actors in the “Non-State Actors and Local Authorities in Development” programme. Networking between platforms is also encouraged as a best practice to strengthen links between platforms to aid coordination at the regional level.
- Ø National platforms and DE fora are advised to make DE/AR a priority on their agendas and to raise its profile through strong advocacy campaigns promoting greater government support of DE/AR, e.g. urge governments to set targets such as allocating 3% of Overseas Development Aid (ODA) as recommended by UNDP to DE/AR activities.
- Ø The evaluation team recommends that national platforms and DE fora co-ordinate and assist large NGOs in an effort to help build the capacity of smaller NGOs.
- Ø The evaluation mission strongly urges all national platforms, DE fora and Concord to work at the EU level and continue to establish links between OMS and NMS and to specifically capitalise on the mutual learning opportunities.

6.2.5 Specific Recommendations for Individual NGOs, other Non-State Actors and Local Authorities

- Ø The evaluation team recommends that NGOs evaluate and systematize DE/AR experiences within the DE fora in terms of methodology and best practice and bring the conclusions to the platform level to be actively included in national strategies.

- Ø The mission urges NGOs to broaden their partnerships, on the one hand between OMS and NMS and on the other with other non-state actors and local authorities to develop coalitions.
- Ø The evaluation team recommends that advocacy projects should be inclusive and select highly targeted spheres of influence at all levels.
- Ø It is recommended that networks support campaigns in order to be effective as they offer wider reach and better advocacy possibilities.
- Ø The evaluation team recommends better definition of target groups according to the project objectives, with strong emphasis on reaching new groups through innovative approaches.
- Ø The evaluation team urges NGOs to pay more attention to the sustainable outputs of the projects, to include them strategically as part of the project formulation and to reinforce the sustainable mechanisms for the continuity of the actions, and/or consortia.
- Ø The evaluation team considers that in the formal education sector greater sustainability could be achieved through the systematic inclusion of DE in teacher pre-service and in-service training. Limited sustainability could be achieved through a broader co-ordination and association of actors in the FES and non-FES through education boards, student bodies, federations and associations of parents, school directors, regional education authorities and teacher's training centres and programmes.

6.2.6 Specific Recommendations to other Bodies/Networks

- Ø The evaluation team recommends that the North/South Centre (as a targeted project in the new programme) would be the best body to oversee the inclusion of DE in school curricula in EU countries specifically through coordinated lobbying efforts aimed at the Council of the European Union and Ministries of Education.
- Ø The team recommends that the North/South Centre would also be the best body to set up a Europe-wide database of best practice for school curriculum development needs to aid the programme.
- Ø The North/South Centre could also play a lead role in motivating collaboration and communication within the advisory multi-stakeholder group that the evaluation team has called for to be set up.
- Ø The evaluation mission strongly advises GENE and OECD to deepen their collaboration with the EC programme management unit, the multi-stakeholder group and the DE Forum in the implementation of the "Non-State Actors and Local Authorities in Development" programme.