EVALUATION
OF THE
THEME-BASED CO-FINANCING PROGRAMME (TMF)
OF THE DUTCH MINISTRY OF FOREIGN AFFAIRS

SYNTHESIS REPORT

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The sole responsibility for this synthesis report rests with the Steering Committee Evaluation TMF Programme.

EXECUTIVE SUMMARY

The Netherlands as a Civil Society hub
Surprisingly few people seem to realise that the Netherlands is one of the leading countries in global civil society building, and that the Dutch government is one of the leading donors to non-governmental organizations throughout the world. There is a wealth of experience and expertise in the Netherlands and the country has become a world-wide and north-south-south networking hub. The six broad co-financing agencies play important roles, but there are many other organizations in the Netherlands, or linked to the Netherlands, which have also become relevant and effective change agents in civil society building, in supporting political lobby and advocacy, and in direct poverty alleviation activities, from the global level to a myriad of localities. Within the global sector of international development (broadly defined) the Netherlands can develop this strength to a Unique Buying Point. The Netherlands has a comparative advantage here but its potential is yet to be fully realised.

Dutch government support for civil society and TMF
After a period of increasing, but fragmented subsidies to many NGOs in the Netherlands and abroad the Ministry decided to start a more transparent subsidy channel, the Theme-based Co-financing Programme ("TMF"). It arranged four rounds of four-year subsidies, starting in 2003. Its thematic coverage shows the broadening of the international development agenda, and is proof of the successful dovetailing of the more established development themes (economic development, health and development, education for all, and gender and development), with themes like peace building, human rights, environmental conservation, communication, and global trade, themes which straddle the administrative boundaries between the old DGIS and other directorates of the Ministry of Foreign Affairs and other Ministries.

Evaluation
After two major evaluations of the Dutch co-financing agencies (in 1991 and 2002) the Ministry of Foreign Affairs decided to evaluate the support it gave to NGOs beyond its Co-Financing Programme. The Ministry asked an independent Steering Committee, consisting of five Dutch scientists to co-ordinate and take the responsibility for a major evaluation of the first two rounds of the TMF programme (2003-2006 and 2004-2007). After a tendering procedure Berenschot was selected to facilitate this process, and nine research teams were selected for seven thematic and two cross-cutting studies which cover all seven TMF themes, and most sub-themes. They worked under considerable time pressure to produce insights which could play a role in the process leading to the new Co-financing System (MFS), which is to start in 2007. The Steering Committee worked in consultation with DSI/MY (and other directorates of the Ministry) and with an Advisory Group of the TMF Platform, which represented a major part of the Dutch NGO sector that received TMF funding. In the case of two cross-cutting studies the analysis focused on most TMF-funded NGOs from the first two rounds which were part of the analysis (as the third and fourth round had barely started it was not useful to include those as well). Seven thematic studies involved in-depth examinations of 19 Dutch and 8 foreign NGOs, with a deliberate bias towards field research in Africa. The Steering Committee regards the end result as a fair representation of the TMF programme as a whole.
The quality of the end products of these nine studies has been checked and they were accepted by the Steering Committee in March 2006 and have been used as the building blocks of this synthesis document, for which additional research was also done. The Steering Committee and Ministry and Platform representatives regard four studies as excellent, namely the

thematic studies on Biodiversity Conservation and Poverty Alleviation, on Economic Development, and on Gender, and the cross-cutting study on Monitoring and Evaluation. The other studies (on Peace Building, Human Rights, HIV/AIDS, and Communication, as well as the cross-cutting study on Added Value) were accepted by the Steering Committee and also provided useful background material for this synthesis report.

Relevance and coverage of the TMF Programme

In total the TMF programme's four rounds cover 117 Dutch and 98 foreign NGOs. During the first two TMF rounds 132 subsidies were given worth a total of €359m. These were given to 64 NGOs with an office in the Netherlands, and 63 NGOs with an office abroad (mainly in the UK, USA, and Switzerland; but not many in the South). These work with an estimated number of 5,000 partner NGOs. It should be noted that these NGOs are not basically public service delivery contractors which are mainly related to direct poverty reduction initiatives. Many NGOs and their partners perform other functions, often knowledge intensive, and focusing on lobby, advocacy, and networking support. Many TMF-funded NGOs were found to be more active in civil society building and policy influence than in direct poverty alleviation. More effort will be needed to link the broader international development domains to the more established development co-operation domains in terms of poverty alleviation, although many good TMF-funded examples already exist where that is happening, often in very innovative ways.
In terms of relevance as far as DAC 'dimensions of development' are concerned, the protective dimension received most attention (mostly environment, but also human rights and post-conflict reconstruction and peace building), followed by the human development, economic and political dimensions, and with least attention for the socio-cultural dimension (the TMF themes communication and gender).
In terms of relevance for the Millennium Development Goals, TMF-funded organizations are very relevant to MDG8 (global partnership, and its many sub-goals). As far as the other MDGs are concerned the TMF-funded organizations are mainly active in health and the environment, and partially in gender, and livelihood improvements (e.g., micro credit, and support for entrepreneurs). Many TMF-funded NGOs play important roles in civil society building with regard to the so-called MDG-plus agenda: governance, conflict prevention and post-conflict reconstruction, and human rights. It must be added that, although referred to as 'thematic' NGOs, the work of half of them goes beyond the particular theme for which they are funded by the TMF Programme.
In terms of geographical coverage, a slight majority of TMF-funded NGOs work in low-income countries and in countries, which can be regarded as 'Dutch donor darlings'. Almost half of the TMF funds are spent in Africa, a fifth in Asia, a fifth in Latin America and 10% in Eastern Europe. However, there is a large spread over countries with regard to poverty and governance conditions, and these contexts matter a lot when judging the relevance, effectiveness, efficiency, and sustainability of the activities.

Added value of the TMF Programme

As far as the Ministry was concerned the TMF programme had the added value of streamlining its hitherto scattered support to many NGOs, and it enabled a better focus on the Ministry's policy priorities. In practice it also resulted in a shift towards including relatively more NGOs with their office in the Netherlands. The research confirmed the results of earlier evaluation studies among Dutch co-financing agencies that compared bilateral and multilateral aid modalities with so-called civilateral aid. Civil society organizations are

watchdogs with regard to governance deficits in state agencies. They are closer to poor people and their community-based organizations and they put more emphasis on equal partnerships and on the quality of policy dialogue with their partners. This goes far beyond a 'funding aid' relationship. Many NGOs are good at networking at global and regional levels with a growing civil society community, and they easily cross administrative boundaries between states and between administrative sectors. Some NGOs successfully experiment with crossing borders with the corporate, medium or small-scale private sector. The civilateral sector is well positioned to experiment with linking hitherto rather disparate themes, sectors, and actors due to the relatively small size of its organizations, their flexibility, manoeuvring capabilities, commitment, and generally open and innovative attitudes.
Due to a typical Dutch history of an institutional separation between six co-financing agencies and all other NGOs (a separation which is about to end) researchers noted a certain desire among Dutch TMF-funded agencies to present themselves as 'different' from the 'big six'. The cross-cutting study dealing with Added Value asked partners in four 'Dutch donor darling countries' about their perceptions of these differences and found only few. However, from the other studies it can be concluded that in other countries, and in general, some (perceived) differences exist: TMF-funded NGOs are generally smaller, and with smaller subsidies to their partners, many focus on one or a few themes, and on one type of target group, relationships with partners are more intensive, more risky, and more value-driven, and they often have a particular 'support base', with more outspoken identities. On the other hand the profiles of the 'big six' are changing as well as they are also specialising in particular thematic areas. There is clearly a convergence taking place, and the start of a joint subsidy scheme (MFS) was in fact overdue. The creation of the TMF programme and of the new MFS programme has enabled this convergence in the sector within the Netherlands, and the institutionalisation of the sector (TMF Platform, Partos). The relationship between the sector and popular support (strengthening a sustainable climate in the Netherlands for international co-operation) needs more attention, something which has already been introduced in the MFS requirements.

Effectiveness, efficiency and sustainability

The TMF evaluation teams could only carry out a mid-term review of the effectiveness and efficiency of the TMF subsidies, and only a first assessment of their sustainable impact. In general and throughout the thematic studies, the research teams concluded that NGOs and their partners could be expected to have substantial effects, with often modest means. They work as catalysts of institutional innovations, and many have already proven they can do so effectively and efficiently. Many NGOs have developed or are developing intensive systems for planning, monitoring and evaluation, and many support their partners in their efforts to do the same. However, the research team which looked at the M&E systems concluded that 50% of the TMF-funded organizations need further improvements of their M&E systems. A good Planning, Monitoring and Evaluation system enables adequate information about effects, and costs to achieve those effects. Partly thanks to the instrument of core or institutional funding the TMF programme facilitated a major professional development among NGOs, although it was noted that this instrument as such was not used so much in the relationship between NGOs and their partners. Where it is relatively easy to design tools for impact measurement these are now gradually being used. However, many NGOs work in domains where impact measurement tools are still in their infancy and where more work needs to be done. The researchers also looked at the effectiveness of the Ministry's attempt at gender mainstreaming. Here, results were less convincing, and rather dismal performances were noted particularly in the fields of environment and communication. In this regard, the Minister

may have been too quick to pursue her policy to scale down the gender-specific focus of the Ministry's programmes. As regards efficiency, not many studies produced useful findings as it was generally too early in the implementation process to do so conclusively. For solid conclusions on efficiency, comparative ex-post development audits are needed, and these were beyond the scope of this research.

Learning in the chain

The TMF programme was launched after a broad-based consultation and a widely acclaimed policy document in 2001. The TMF-funded organizations were generally disappointed with the follow-up given by the Ministry in terms of linking and learning, and about the generally aloof attitudes of Netherlands Embassies. The growing emphasis on monitoring and evaluation among the NGO community did result in a better learning capability within NGOs and between them and their partners, but not yet in a major learning synergy. The potential is there, also because many NGOs prove to be expert users of the possibilities provided by ICT, and use those effectively for global and regional networking, lobbying and learning. More leadership is needed and better institutions to do so, both at the Ministry and in the sector within the Netherlands (e.g., through Partos). Better use should be made of knowledge gained by international NGOs supported by the Netherlands.

Twelve recommendations for the Minister, for the Ministry, and for the sector

With four more years of TMF funding (until 2010) and bearing in mind the start of the new MFS (from 2007 onwards), the following major recommendations can be presented. An indication has been added as to who should do what, the Minister = M, the Ministry (lead by DSI/MY) = D, and the Sector (lead by Partos) = S. At the request of the Minister the Steering committee also proposes a detailed time frame to implement these recommendations.

+++ Should take the lead
++ Major input
+ Support given

	Recommendations	M	D	S
I	Cherish and further strengthen the width and depth of the non-governmental sector involved in international development supported by the Netherlands. TMF-funded organizations show that civilateral relationships are valuable, relevant and effective institutions for international cooperation, with specific and important functions besides bilateral and multilateral relationships. The Netherlands is very well positioned to play a leading role in global civil society development	+++	+++	+++
II	Further develop good and coherent policy theories. It should enable context-specific support and evaluation of the NGO sector, and the development of adequate typologies to do so.	+	+++	++
III	Stimulate the focus of theme-specific NGOs on poverty reduction impact of their activities and put more emphasis on specific gender sensitivity. In sectors like environment and communication a dual approach of mainstreaming gender and specific gender programmes is still very much necessary. Start the preparation of a new MFS round (>2010) by becoming more specific about theme-and context-specific objectives.	+	+++	++

IV	Give NGOs and their partners adequate financial and organizational flexibility to develop their capabilities as learning organizations, and to respond to changing circumstances. Objectives should be a combination of content and process, and with attention for external and for internal targets. Between 10 and 15% of all funds should be set aside for learning, capacity development, and organizational costs.	+	+++	++
V	Develop more long-term subsidy arrangements. Do so in line with other lessons learned in Dutch development co-operation, e.g., with 16 years as time horizon and 4-year phases as funding periods.	+++	+	++
VI	NGOs should further develop their M&E capability and use those as learning organizations. Funding agencies should demand more and better emphasis from subsidized NGOs and their partners on M&E, and on learning. The sector should make more systematic use of this information, and use it for sector-wide learning but acknowledge the fact that M&E needs context and sector specificity (see II). Put specific emphasis on learning from best practices with regard to lobby and advocacy indicators of success.	+	++	+++
VII	Put more emphasis on learning capabilities within the Ministry. A clear mandate to DSI/MY to do so for the civilateral sector. The appointment of a knowledge manager within DSI. More continuity of staff and better handing-over institutions. A good link of DSI/MY with DEK, IOB, DCO/OC (research programme) and the other directorates. Within the thematic directorates more systematic attention for thematic policy dialogue, and involvement of the relevant NGOs. A more active role of Netherlands Embassies, a.o. in organizing regional and local thematic policy dialogues. The sector should be more pro-active towards Ministry and Embassies.	++	+++	+
VIII	Create more synergy in the sector. Partos should become a 'knowledge hub'. Start the new IS Academy for Civil Society between DSI/MY and CIDIN as soon as possible and stimulate its function as a broad, national facility. Enable the development of a virtual information portal on civil society organizations in the Netherlands, their activities and expertise.	+	+++	++
IX	Enable better institutional cross-fertilisation of support to civil society in the Netherlands and at European and global levels. (e.g., MFS with SALIN, LINKIS, SNV, PSO, NCDO etc., and with Civitas and other international platforms).	+	++	+++
X	Support a wider coverage among the Dutch population. Stimulate more involvement of the private sector, and of diaspora communities.	++	+	+++
XI	Start preparations for a major ex-post impact evaluation in 2012, covering the civilateral sector, with a focus on the four rounds of TMF funding, MFS funding and SALIN funding.	++	+++	+
XII	Start a dedicated long-term research programme on Dutch-funded NGO support. Use a typology-driven selection of countries. Do it as a joint activity of the Ministry, Partos, the IS Academy and WOTRO, and involve Civicus. Link it to the knowledge and research strategy of DSI/MY and other MFA Departments. Involve Dutch and Southern research institutions in each of the country-specific research sub-programmes. Organize annual civilateral research workshops and two major conferences about MDGs, Governance and Civil society (2010 and 2015).	+	+++	++

Proposed time horizon

Year	Action	Who
2006 April-July	Follow-up TMF evaluation with Ministry staff; Include findings of TMF evaluation in policy theory (I/II)	DSI/MY + other thematic departments + Chief Scientist
	Specific meetings about the nine evaluation reports (I + II + III)	DSI/MY, with thematic departments + Partos/TMF Platform + selected NGOs + Steering Cee
	Follow up with Comm. Bikker (I, XI)	Steering Committee + DSI/MY
	Follow up with Parliamentarians (I)	Minister + DSI/MY + Steering Cee + TMF Platform
	Follow up with Media	DSI/MY + TMF Platform + Steering Cee
	Follow up with scientific and NGO community: workshop (I, XII) = first annual NGO research workshop	Steering Cee/ Berenschot + Partos/TMF Platform + DPRN/Ceres + Ministry
2006 Sept-Dec.	Use research results for an international book production (I)	Steering Cee + Research teams + selected NGOs
	Start of IS Academy on civil society (VII, VIII)	DSI/MY, CIDIN and Minister
	Clear mandate for DSI/MY and appointment of DSI knowledge manager (VII)	Minister + Plv Dgis/DEK
	Clear handing over and electronic archives procedures within Ministry (VII)	Minister + Plv Dgis + DDI
	Involve embassies in country/region-specific civil society assessments (VII)	Minister + DSI/MY + Coherence unit
	Start of long-term research programme on context and impact of civil society interventions (XII, IX)	DSI/MY with DCO/OC, (e.g.,) WOTRO and Partos
	Widen coverage of Partos and prepare Partos for an increased knowledge function (IV, IX)	Partos, TMF Platform, NGOs
	Develop web-portal with NGO information (VIII)	DCO/OC + DPRN + Partos
	Baseline document of objectives of all funded NGOs under MFS 2007-2010; Same for on-going activities of TMF and SALIN (XII)	DSI/MY (+ Comm. Bikker) DSI/MY
2007 Jan-June	Evaluation of MFS review process (III, XII)	DSI/MY (+ Comm. Bikker)
	Start systematic civil society building-related policy briefs and knowledge briefs (VI, IX)	DSI/MY, DCO/OC + WOTRO/DPRN and NCDO
	Assess the results of gender mainstreaming and the needs of reintroducing gender-specificity (III)	DSI/MY with DSI/VR (and IOB) + Minister
	Start systematic training and assessment of M&E practices in NGOs (VI)	Partos + IS Academy

	Second NGO research workshop (XII)	Partos + IS Academy
2007 Sept-Dec.	Follow-up activities thematic policy dialogue: formulation of theme-specific objectives for next round of MFS (II)	DSI/MY and other directorates
2008	Process analysis of MFS implementation (III, IV)	DSI/MY + Other directorates + Partos
	Include attention for civilateral sector in Multi-Annual Strategic Planning (VII)	Plv Dgis + DSI/MY
	Preparation of (enlarged? changed?) MFS framework for next period (V, X)	Minister + DSI/MY
	Third NGO research workshop (XII)	IS Academy + Partos
2008-09	Strategic Programme Evaluation of MFS and TMF (XI)	DSI/MY + IOB
2009	Launching of new MFS framework (II, V)	DSI/MY + Minister
	Fourth NGO research workshop (XII)	IS Academy + Partos
2010	Major conference: MDG+10 and Dutch civil society and knowledge support (VII, VIII, XII)	WOTRO/DPRN + Partos + IS Academy + Coherence Unit Ministry
2011	Evaluation of MFS-II decision making and new baseline document of objectives (V)	DSI/MY
	Fifth NGO Research workshop (XII)	IS Academy + Partos
2011-12	Major Ex-post Impact and Process Assessment of the Dutch support to the civilateral sector 2003-2010 (XI)	DSI/MY + IOB (+ WOTRO + Partos)
2012	Sixth NGO research workshop (XII)	IS Academy + Partos
2013	Seventh NGO research workshop (XII)	IS Academy + Partos
2014	Eighth NGO research workshop (XII)	IS Academy + Partos
2015	Major conference MDG+15 (VII, VIII, XII)	All parties

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List of acronyms

AEV	Aan Elkaar Verplicht (Mutual Interests, Mutual Responsibilities). Policy Paper Minister A.M.A. Van Ardenne-Van der Hoeven (2003)
AV	Added Value (one of the two cross-cutting studies of this evaluation)
BD	Biodiversity and Poverty (thematic study of this evaluation)
CBO	Community-based Organization
CEDAW	Convention for the Elimination of all forms of Discrimination Against Women
CFA	Co-financing Agency (Medefinancierings Organisatie, MFO)
CIDIN	Centre for International Development Issues Nijmegen
CNV	Christian National Labour Union
Com	Communication (thematic study of this evaluation)
CSB	Civil Society Building
CSO	Civil Society Organization
DCO	MFA Department for cultural cooperation, education and research
DDE	MFA Department for sustainable economic development
DDI	MFA Department for Documentation and Information
DEK	MFA Department for Evaluation and Quality Control
DGIS	Directoraat Generaal Internationale Samenwerking/Directorate General for International Co-operation of the Netherlands' Ministry of Foreign Affairs
DMV/MR	MFA Department for human rights, political development, peace and security, sub-department for human rights
DMV/VG	MFA Department for human rights, political development, peace and security, sub-department for political development
DMW	MFA Department for environment and water
DSI/MY	MFA Department for Social and Institutional Development, sub-department for civil society building
DSI/SB	MFA Department for Social and Institutional Development, sub-department for human development
DSI/VR	MFA Department for Social and Institutional Development, sub-department for gender equity
ED	Economic Development (thematic study of this evaluation)
FNV	Federatie Nederlandse Vakbeweging/Federation of Dutch Labour Unions
Gender	(thematic study of this evaluation)
GOM	Gemeenschappelijk Overleg Medefinanciering/Joint Consultation Co-financing agencies
HIV/AIDS	(thematic study of this evaluation)
HR	Human rights (thematic study of this evaluation)
ICT	Information and Communication Technology
IOB	Policy and Operations Evaluation Department of MFA
IT	Information Technology
(I)NGO	(International) Non-Governmental Organization
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation (also one of the two cross-cutting studies of this evaluation)
MFA	(Netherlands) Ministry of Foreign Affairs
MFO	Medefinancierings Organisatie(s)/Co-financing agency/ies, funded by MFA
MFP	Medefinancieringsprogramma/ Co-financing programme of MFA
MFS	Medefinancierings Stelsel/ (new) Co-financing arrangement of MFA
MSME	Micro, small and medium-scale enterprise
NCDO	Nationale Commissie Duurzame Ontwikkeling/National Commission for Sustainable Development and International Co-operation
NGO	Non-Governmental Organization
PB	Peace Building (thematic study of this evaluation)
PME	Planning, Monitoring and Evaluation
PSO	Personele Samenwerking met Ontwikkelingslanden/Co-operation with Developing Countries a.o., through sending expatriate experts
SALIN	Strategic Alliances with International NGOs, (new) Dutch funding scheme
SMART	Specific, Measurable, Available at acceptable cost, Relevant with regard to objectives, and Time bound
SNV	Dutch Development Organization
ToR	Terms of Reference (for this evaluation study)
TMF	Thematische Medefinanciering/Theme-based Co-financing Programme of MFA

UK	United Kingdom
WOTRO	Funding agency for development-oriented research, part of the Netherlands Science Foundation NWO

For acronyms of TMF-funded NGOs see Appendix 1

Part 1 Introduction

1.1 Objectives of the TMF Programme evaluation

This is the third major evaluation of civilateral co-operation funded by the Netherlands Ministry of Foreign Affairs. Two earlier impact evaluations dealt with the Co-financing Organizations (final reports published in 1991 and 2002). This is the first evaluation of the TMF programme that was designed to co-finance many other NGOs. This evaluation of the TMF Programme started on 1 October 2004. The Ministry of Foreign Affairs wanted to gain an insight into the degree to which, and the manner in which the TMF-financed organizations contributed to structural poverty reduction by directly reducing poverty, strengthening civil society development and influencing policy, and into the degree to which they efficiently and effectively operated and the degree to which their activities were relevant and sustainable.

The evaluation was to focus on the financing rounds 2003 – 2006 and 2004 - 2007. The TMF programme granted 132 subsidies to 127 NGOs during these two rounds. The evaluation was also meant to offer an insight into the selection and the effects of interventions by Southern NGOs that were subsidised by the TMF-financed organizations. In this context, the methodology for evaluating the learning ability of the organizations was also important. In addition, the evaluation was meant to offer an insight into the different orientations of the TMF-financed NGOs and into the impact those different orientations had. To achieve these research objectives, sub-studies were established to cover all seven themes and two TMF-wide evaluation topics[1]. The sub-studies were conducted by different research teams

Two limitations of the study are immediately clear: it does not cover the whole TMF programme (because it does not cover the third and fourth rounds (2005-08 and 2006-10), and it studies a programme with regard to which many activities had barely started, and for which outputs, effects, and impacts cannot yet be studied as such. However, it was possible to deal with intended outputs, effects, and impacts, as well as processes in the so-called 'aid chain'. In many cases the activities supported had received NGO funds before (often partly through MFA pre-TMF funding) and expectations of further (TMF-funded) impact could be based on performance until now, and thereby cover longer periods of time than the few years of TMF funding.

In most cases, activities financed by the TMF only took place for a couple of years (started in 2003 or 2004). This had an impact on the focus and content of the evaluation and was also why the TMF evaluation is not a definitive assessment of effects or even impact, but more an interim status review, with results that could be interpreted as an indication of the expected longer-term effects. In that context, the evaluation placed an accent on the learning ability of TMF-financed organizations; that is the degree to which they were able to apply the results already achieved in their on-going and future activities.

The most important evaluation criteria were: effectiveness, efficiency, relevance, sustainability and learning ability[2]. The Terms of Reference (ToR) that were drawn up for the different sub-studies formulate a number of research questions per evaluation criterion and per theme. Research questions for the criterion relevance (Added Value sub-study) and the criterion learning ability (Monitoring and Evaluation sub-study) were given the central focus in the two TMF-wide cross-cutting studies[3].

1.2 The Policy Theory of the Netherlands Ministry of Foreign Affairs with regard to civilateral development interventions

Recently, the Netherlands Ministry of Foreign Affairs (MFA) started an attempt to formulate its 'policy theory'[4]. This is a set of presuppositions, hypotheses, and established institutional practices that guide their actions as one of the world's largest bilateral development donor agencies, and an important back donor for many multilateral and civilateral donor organizations. This evaluation deals with part of the support to civil society organizations. We will start this synthesis report with an overview of the current vision of MFA concerning the role of civilateral development assistance.

MFA's policy theory document starts with the current global context of liberal globalisation, and counter-movements, in which 'classical development assistance' has to find its place alongside a broader international agenda. This broader agenda is often euphemistically called 'international development', or 'sustainable development'. Non-governmental agencies, and their leaders, have become important players in international and national arenas, and compete and collaborate with state agencies, and with multilateral and inter-governmental agencies. The current Dutch internal political context has resulted in increased attention for the private sector in international development co-operation. That includes the corporate sector, the knowledge sector, not-for-profit non-governmental agencies, and citizen groups. Both in the Netherlands, and in developing countries, there is more emphasis than before on 'civil society', and there is more attention for 'bottom-up processes of change', and less of a belief in or growing scepticism about the state as the change agent for 'development'. Of course this is also linked to the general neo-liberal tendency of recent decades to invest in the private sector, at the expense of investing in state agencies. There is ambivalence though about the desirability of 'autonomy' of NGOs which receive MFA funding versus the desirability of only policy-derived funding (e.g. only to those themes that are central themes in the current policy or only to the bilateral partner countries of the Ministry).

As far as the Dutch government is concerned, both the OECD-DAC guidelines for poverty reduction and the Millennium Development Goals are important. For the bilateral development agenda, the current Minister for Development Co-operation has selected four major themes[5], and (currently) 36 partner countries with (assumingly) relatively good governance (or governance which is developing in the 'right' direction). Most of those are from the least developed countries in Africa. In these countries, the Minister expects complementary policies by the civil society organizations which she supports, and a policy dialogue between civil society organizations and Dutch embassies. However, her funding of civil society organizations is not at all restricted to these partner countries and priority themes. Themes like 'peace building', 'human rights', 'communication', and 'gender' are important as well, and even more relevant in countries, which were not selected for a special bilateral relationship for reasons of governance deficiencies. These 'bad governance cases' often demand politically more sensitive interventions, for which NGOs are thought to be better, and more appropriate agencies[6].

Support to the civil society sector can be a blend of direct poverty alleviation activities, capacity development for societal change, and lobbying for political and institutional change, but then in varying combinations. In line with recent 'discoveries' in World Bank circles[7], MFA has become wary of 'general policies', a one-cure-for-all strategy that was more prominent in the late 1990s. So-called 'binding constraints' are multi-layered and different in different countries. More attention for institutional variations and for country-specific

analyses of 'drivers of change' is needed, making use of knowledge and experience of change agents in society. Tailor-made approaches (and 'projects', in cases in which budget support to governments and sector support is not seen as feasible or desirable) are thought to be in better hands if dealt with by civil society organizations, and as part of civilateral development assistance. It is assumed that these NGOs are better positioned for fine-tuning at grass-roots level, are better at facilitating pro-poor institutions, have better access to the poor and to marginal areas and groups, and can effectively influence the current political leadership in countries with dubious governance. At the same time MFA uses NGOs (but alongside other channels) to avoid escalation of conflicts and to maintain a minimum level of services if government agencies and/or the commercial private sector are not performing this task adequately. It is often like walking a tight rope and no-one should have any romantic illusions about the non-governmental sector. In all parts of society (state agencies, civil society, business sector) there are actors that support and block social change and development. There are the heroes and champions and crooks and villains of civil society.

For all Dutch development assistance activities parliament, the press and the public expect more transparency as regards results and 'effectiveness', and also flawless financial management. The same is true for civil society organizations as well. The frequently mentioned difficulties related to the impact measurement of development assistance (no base line information, problems of attribution, scale, scope, and time horizon) are no longer accepted. This poses extra problems for NGOs (the Co-financing Agencies – CFAs - but even more so TMF organizations), as they are often involved in small-scale interventions, often thinly spread out and in fields and areas in which the 'measurement of results' is a difficult task. The desired broadening of organizations involved in the implementation of development policy (e.g., non-traditional partners, youth, migrant organizations, citizen initiatives) adds risks of scattering of efforts, lack of professionalism and 're-inventing the wheel'. However, that is seen as a lesser evil than losing social/popular legitimacy (in Dutch: 'draagvlak') due to excessive emphasis on only a few large-scale 'development bureaucracies', with (assumed) vested interests, and (assumed) 'sealed attitudes'. It provides a more level and transparent playing field, with more competition for quality and legitimacy. It also links up the strong personal involvement of many people in the Netherlands in forms of support for, and solidarity with, victims of disasters and war, human rights, sustainable development, and other value-driven issues in international development.

1.3 History of the TMF Programme, its objectives and its thematic choices

Pre-TMF funding
Since 1965, the Dutch government has supported civil society development in developing countries through the Co-financing Programme framework (MFP), first restricted to three major NGOs, one with a Catholic background (Cebemo, later Bilance, and currently Cordaid), one with a Protestant background (ICCO), and one with a non-faith-based background (Novib, currently Oxfam-Novib). Later, three other NGOs were added, namely HIVOS, Plan Netherlands, and recently Terre des Hommes. However, besides those six CFAs many other civil society organizations have received Dutch government funding for activities related to international development. A few hundred Dutch and International NGOs received support from MFA prior to the launching of the TMF programme (see Appendix 1, parts F and H). In 2001, these were 170 NGOs which received €82 m. MFA funding[8]. The majority of these pre-TMF funded (I)NGOs had their headquarters outside the Netherlands. However, on average, Dutch NGOs received a larger subsidy. Almost half of (I)NGOs applying for a grant under TMF had been supported prior to TMF and can thus be regarded as 'old acquaintances' of

MFA (also see section 3.1). Considering the fact that this support was placed under specific themes and the (I)NGOs have largely been assessed by the thematic departments in the Ministry, it can be characterised as Theme-based NGO funding 'avant-la-lettre'. In Weberian terms the choices for (I)NGOs to be supported were rather patrimonial, and not transparent. The TMF programme, and later the MFS programme were meant to make those choices more transparent, and more rational.

The genesis of TMF

The launching of the TMF programme followed a broad consultation process in the Netherlands involving about 50 participants: representatives of civil society organizations (including representatives of the six CFAs)[9], scientists, and representatives from the Ministry of Foreign Affairs. It resulted in the `MFP-narrow´ (in Dutch: MFP-smal) idea expressed in a 2001 policy paper on 'Civil Society and Poverty Reduction', a policy paper that was widely acclaimed for its vision and quality. The policy memorandum describes the policy vision of the Ministry for civil society organizations. The point of departure was that structural poverty reduction and development of the civil society are irrevocably linked. Development of civil society is seen as an autonomous process in which Northern civil society organizations (CSOs) assist Southern organizations to build capacity. These organizations must be equal and independent partners. The focus on structural poverty reduction and development of the civil society constitutes a cultural shift on the part of the donors and recipients of funding. New roles are required to form real partnerships based on ownership and a demand-orientation. Support has to be based on poverty analyses in developing countries. The focus has shifted from defining project content to efficiently and effectively facilitating endogenous poverty reduction processes.

MFP-narrow was renamed 'Theme-based Co-financing Programme' in March 2002, to avoid the negative connotations associated with 'broad' and 'narrow' in the sector. However, it only became a theme-based programme after MFA decided to link the programme more closely to the thematic policy of the Ministry (during 2003, and after the decisions taken during the first selection round 2003-2006), and to its organizational set-up[10]. This created an internal tension in the programme, due to the attempt to combine support for autonomous NGOs in civil society building, each with its own thematic or multi-thematic philosophies with contributing to specific (thematic) objectives of MFA. The discussion seems to have been put on hold, not only because TMF is to be succeeded by MFS from 2007 onwards but also because – according to MFA's policy advisors - in practice 'things were not as black and white as they seemed'. This refers to the impression within MFA that hardly any (I)NGO was rejected because it did not fit the thematic objectives formulated for TMF. However, for some NGOs it meant that they could only get TMF funds by accepting major changes in their thematic and regional policies (e.g. post-conflict reconstruction NGOs). For others it meant that they thought it wise to do so (a few also decided not to apply for TMF funding). On the other hand, the new MFP-narrow (and later TMF) policy did create opportunities for NGOs in fields which until then hardly ever got institutional and programme MFA funding (e.g., in the peace building sector).

To put things in a wider perspective, prior to the TMF Programme total funding by the Netherlands MFA of civil society organizations in 1998-2001 was equivalent to nearly €1,950 m. (17% of the total development budget[11]; €490 m. per year), of which the five (later six) Co-financing Agencies (CFAs, under the MFP arrangement) received 66%, or €1,287 m. (or €322 m. per year)[12]. Other organizations for which separate funding schemes existed (NCDO,

SNV, PSO, and support through the labour unions FNV and CNV) received 21%, or €405 m. during this four-year period (€101 m. per year). A scattering of 115 Dutch and 222 foreign NGOs received a total of 13%, or €256 m. (or on average €64 m. per year, but on a steep growth path)[13]. After 2001, civil society funding by MFA increased further, with current actual annual expenditure of TMF subsidies in the range of €100-150 m., the MFA subsidies to the annual budget of CFA organizations around €450 m., and total civil society funding by the Ministry around €750 m[14].

The execution of the TMF Programme - introduction

The DSI/MY sub-department is responsible for the implementation of MFA policies to support civil society (e.g., the CFA Programme), so it was decided that DSI/MY would also coordinate the TMF programme, although in close consultation with the thematic directorates of the Ministry.

The TMF (and MFP) policy officially has one main objective (structural poverty alleviation) with three main intervention strategies (direct poverty reduction, capacity building with regard to civil society, and influencing policy), of which the civil society building instrument is the main one. However, the start of the TMF programme was also based on other considerations which were mainly aimed at reducing the 'power' and the dominant role of the CFAs in the relationships between the Ministry and the (Dutch) civil society, and at creating a more transparent and level playing ground, and more quality by introducing more competition. In total the TMF programme comprised four rounds, during which a total of €669 m. in support was committed to 117 NGOs with an office in the Netherlands, and to 98 NGOs without an office in the Netherlands[15]. During the two rounds, which are subject of this evaluation (2003-06 and 2004-07), support was given to 64 Dutch[16] and to 63 foreign NGOs for a total of €359 m. (see Appendix 1).

The TMF policy has clearly been a 'policy in progress' as reflected by the fact that the 2004-2007 policy differs in some ways substantially from the 2003-2006 policy paper. The main differences seem to reflect either specific focuses of the new Minister expressed in the 2003 general policy paper 'Mutual Interests, Mutual Responsibilities' and/or increased criteria setting, and more specific thematic objectives, due to policy development in the various thematic departments[17]. The main differences between the CFA and TMF policy papers are to be found in more structured criteria and stronger (and perhaps stricter) wording of these criteria (particularly with regard to such issues as a demand-driven approach and the relationship with partners in general). The question remains whether these differences are mainly due to the fact that the TMF policy was established at a later date than the CFA programme and, as such, reflects growing insights from the side of the stakeholders involved, or whether it indeed reflects significant differences between CFAs and TMF-organizations. Principally, the main differences between MFP and TMF centre on the fact that the latter is intended for smaller organizations with a stronger (thematic) focus (and expertise) and which do not necessarily use all three intervention strategies. A final difference refers to the type of subsidy under the two schemes. Whereas the MFP programme for CFAs principally works with core funding[18], under TMF core (or institutional) funding, programme funding and project (or activity) funding are possible. In that sense, TMF deviates from the Civil Society-policy paper of 2001 where core funding is essentially presented as the norm. Various issues were hotly debated during the TMF programme. In this context, the distribution of TMF funds by theme, the distribution of TMF funds to Dutch versus foreign NGO and a balanced

distribution of TMF funds over themes, size of organizations, and different regions in which TMF-financed organizations are active are the most important ones.

TMF subsidy arrangements
A section on TMF appeared in the subsidy arrangement of the Ministry of Foreign Affairs for the first time in 2002. A number of conditions were relevant to the first and second round. A distinction was made, for instance, between an activity subsidy and an institutional subsidy. Requests for an activity subsidy had to include an activity plan (with 'objectives, results and effects expressed in measurable units'), a budget and a liquidity prognosis for a period of 12 months. In addition to these components, requests for an institutional subsidy had to include a copy of the statutes and a recent annual report. Subsidies could only be issued to legal entities or natural persons with adequate financial management expertise and demonstrable experience in performing the activities for which the funding was requested.
In addition, the TMF subsidy was specifically meant for: '(…) activities that result in or contribute to structural poverty reduction in developing countries through intervention strategies that immediately reduce poverty, develop society or influence policy (…)' (article 2.3.1, paragraph 1).

Organizations that wished to obtain TMF financing had to meet a number of specific conditions[19]. In addition to the thematic conditions, there were also procedural conditions[20] related to the organization and the activities for which the subsidy was requested.

The TMF policy framework, under the influence of the Subsidy Framework Act[21], resulted in a subsidy procedure that was meant to be transparent and uniform. The act gives subsidy applicants the right to well motivated decisions, legal equality and protection against randomness, thus stimulating more businesslike working methods. The subsidy request procedure no longer offers opportunities for consultation between the applicant and the Ministry. In the past, contact between the applicant and the Ministry could be used to harmonise mutual goals. Partnership in this form was ruled out by the procedure. The applicant submits a proposal and the Ministry accepts or rejects it. The requests are evaluated based on objective criteria and applicants are given opportunities to submit objections and to appeal against decisions.

It must also be noted in this context that, when the TMF was established, the department originally intended to conduct periodic discussions with NGOs that received subsidies to adjust and refine policy where necessary, as stipulated in the policy memorandum 'Civil society and Structural Poverty Reduction' of 2001. However, an external review conducted in 2003 reveals that the envisaged policy dialogue had not yet started[22]. Section 4.4 deals with the aftermath of this review.

The TMF review process 1st and 2nd round
a) Requests
Requests for a TMF subsidy could be submitted using a request template[23] that was based on the provisions of the policy framework and the conditions of the subsidy plan. Requests for a TMF subsidy were received by the DSI/MY department, but could also be submitted to a thematic directorate, in which case they were routed to DSI/MY. DSI/MY registered and pre-screened all incoming requests based on a procedure drawn up for this purpose[24]. Cross-theme requests were allocated to a single directorate, where possible, after consultation with the thematic directorates involved. In cases in which multiple thematic directorates remained involved, a single contact person was appointed. Table 1 shows an overview of the number of

requests submitted in 2003 and 2004, the number of requests that were approved and the number of requests that were rejected[25].

Table 1 TMF requests, approvals and rejections 2003 and 2004 rounds

	Round 2003 – 2006		Round 2004 – 2007	
	# organizations	€ x mil	# organizations	€ x mil
Total requested[26]	107	407	176	625
Total rejected	43	144	108	270
Total approved[27]	64	188	68	171

b) Evaluations
During the evaluations in the thematic directorates of MFA, the amounts requested were evaluated and decisions were made regarding the priority of the requests. The evaluations were based on an evaluation framework that consisted of various components. Requests had to meet the threshold criteria[28] and various minimum requirements. These requirements related primarily to the experience possessed by the requesting organization and other formal characteristics such as legal form, main objective and strategic policy[29.] Once the requests were evaluated against these requirements, the content of the requests was evaluated using an evaluation framework[30] containing specific criteria, focus points and scoring criteria for each paragraph of the request. The fact that this evaluation framework was established is a major achievement for MFA. During the evaluation, an organizational analysis[31] was also performed (based on the COCA[32]). A programme committee was established at the Ministry, chaired by the Deputy DG. This committee advised the Minister on subsidy approvals in 2003 and 2004[33.] They did this based on the total set of proposals issued by the thematic directorates. The committee took into account a reasonable distribution of the requests over the different themes in its advice to the Minister.

c) Objection and appeal procedure
The Ministry had to inform the applicants of the decisions within 13 weeks of submission of the requests. This period could be extended once for a maximum period of 13 weeks. Applicants who disagreed with the results of the review process had the right to lodge an appeal[34]. In 2003, a total of 15 appeals were lodged, in 2004 the number was 20. The objection and appeal procedure also served as the formal procedure for obtaining additional information on the argumentation used as the foundation for the decisions. Some of the organizations which received partial approval of their requests used the procedure for this purpose. Both in 2003 and in 2004, three decisions were overruled during the objection and appeal procedure.

Themes and objectives of the TMF Programme

In the course of the brief history of the TMF programme its thematic focus has been honed and objectives formulated by the various MFA directorates which fit their overall objectives. Table 2 shows the themes and objectives, and also differentiates between formulations between the 2003 and 2004 rounds[35]

Table 2 Themes, MFA directorates and objectives of the TMF programme

1.	Economic development DDE	Stimulate sustainable economic development (2003) by stimulating entrepreneurship and business development in developing countries and creating a national enabling environment (2004) Stimulate corporate social responsibility (2003) Strengthen the position of developing countries in international trade (2003) and create an international enabling environment (2004)
2.	Human development DSI/SB	Improve the availability of, and access to, facilities in the area of primary human needs such as: basic health care, reproductive and sexual health, drinking water and sanitation (2003), family planning (2004) Reduce and prevent health problems associated with poverty, nutrition (food), children and young people (2003) Halt the spread of HIV/AIDS (in 2004 with attention for prevention, destigmatisation, relief and orphans) Support sports (2003) Institutional strengthening of the health sector (2004)
3.	Social-cultural development DCO	Improve the availability and accessibility of basic education Stimulate participation in cultural activities as a tool for social development Stimulate communication processes to improve citizen participation in society Support vocational and adult education (2004)
4.	Political development: good governance and human rights DMV/VG and MR	Stimulate compliance with human rights norms Stimulate openness and accountability in government agencies (good governance) (2003) with emphasis on anti-corruption, legal institutions, and local governance (2004) Establish and strengthen legitimate government structures Stimulate democratic processes (2004)
5.	Peace and security DMV/VG	Prevent conflicts, and mediate in conflict control mechanisms (2003) with attention for the democratic control of the security sector and support to media (2004) Stimulate peace building (in 2004 with specific attention for the role of women and civil society organizations) Remove landmines (2004) Rehabilitate and reconstruct societies after conflict
6.	Environment DMW	Stimulate ecologically sustainable development and biodiversity (2003); stimulate environment and water development, e.g., drinking water and sanitation, integrated water management, sustainable trade and sustainable energy (2004)
7.	Gender DMV/VR	Support gender equality by stimulating integral, systematic and sustainable embedding and application of gender aspects in policy and execution of the themes mentioned above Support the women's movement in developing countries.

DCO = social and cultural development; DDE = sustainable economic development; DMV = human rights, political development, peace and security (VG = Political development, Peace and security; MR = Human Rights); DMW = environment and water; DSI = human development (SR) and gender equality (VR)

Although all TMF themes and objectives touch on the Millennium Development Goals, and on the priority topics for the "Mutual Interests, Mutual Responsibilities" (AEV) policy (education, HIV/AIDS, reproductive health, water), the TMF policy has a broader, and less classical development agenda.

The thematic character of the TMF is primarily based on the organizational structure of MFA and its thematic directorates. As a result of its thematic character, a certain tension has existed

between two different TMF objectives, namely civil society development and thematic policy execution. The distribution of TMF subsidy by theme in the first two TMF rounds differs widely[36], with a major financial emphasis during the first round on sustainable economic development and on political development, and then on human development during the second round. Relatively meagre financial attention has been paid to the themes of socio-cultural development, human rights, and gender. Compared to the situation prior to TMF, socio-cultural development and gender, in particular, were assigned considerably less funds. However, a lot of organizations made use of the Linkis (small grant) programme for socio-cultural development, and MFA's intention was that the support for localised gender NGOs would be shifted to the level of Dutch Embassies[37]. Table 3 shows an overview of the TMF subsidy by theme[38].

Table 3 TMF subsidies by theme, 2003-06 and 2004-07 rounds[39]

Theme	Round 2003 – 2006		Round 2004 – 2007		Total €m
	€m	# NGOs	€m	# NGOs	
Political development (good governance) + peace and security (including de-mining)[40]	65	11	11 + 40	8 + 4	76 + 40
Political development: (Human rights)	6	9 (+1)	6	4	12
Environment and water	39	13	22	12	61
Social-cultural development	7	2	11	5	18
Human development	12	10 (+1)	67	20	79
Sustainable economic development	53	15	8	8	61
Gender	3	4	7	7	10
Total amount per round	188	64	171	68	359

TMF financing for Dutch versus foreign NGOs

During the 2003-06 and 2004-07 rounds, NGOs with and without an office in the Netherlands were eligible for TMF funding. Although there have been continuous squabbles about the definition of 'Dutch' and 'foreign' (we use the current MFA definition that a foreign NGO does not have an office in the Netherlands[41]) it is clear that many foreign NGOs applied for, and secured, funding. In the first two TMF rounds, almost the same number of foreign and Dutch NGOs received TMF subsidies, although in financial terms Dutch-based NGOs received more money. There is a big difference between the two rounds though. In the first round Dutch NGOs dominated, and in almost all thematic domains this is true for both numbers of NGOs and for the amount of money given. In the second round foreign-based NGOs dominated, both in numbers and amounts received. This was true for most themes/directorates, with two clear exceptions, namely socio-cultural development/DCO (no foreign NGOs supported), and environment/DMW. Overall, if we combine both rounds, the themes/directorates with an overrepresentation of foreign-based NGOs were human development/DSI-SB, political development-de-mining/DMV-VG, human rights/DMV-MR, and gender/DSI-VR. Under pressure from the Dutch parliament, the Minister decided in early 2005 that foreign organizations would no longer be eligible for TMF financing as per 1 January 2006 (and hence not for the last TMF round 2006-09). The decision was an unpleasant surprise for the organizations concerned, and for MFA directorates with an emphasis on foreign-based NGOs. Table 4 shows an overview of the TMF subsidies issued to Dutch and foreign organizations in the first two rounds.

Table 4 TMF subsidies to Dutch and foreign NGOs 2003-06 and 2004-07 rounds

	Round 2003 – 2006		Round 2004 – 2007	
	€ x mil	# NGOs (subsidies)	€ x mil	# NGOs (subsidies)
Dutch organizations	151	41	65	28
Foreign organizations	37	23	106	40
Total	188	64	171	68

1.4 TMF's Geography and the need for contextual specificity

This section deals with the geographical spread of the TMF programme, but does so in an analytical way. TMF organizations support activities in a large variety of countries. In current development discourse there is more emphasis on the need for regional specificity than during the 1990s, but more thought is needed on regional typologies and their importance for donor decision making, and for evaluating results (also see 5.3). Of course the contexts in which donor agencies are active are an important factor, as is the agencies' composition. In low-income stable democracies with relatively good governance one may expect many bilateral and multilateral donor agencies to be active and one may also expect to find civil society agencies working together with state agencies (but with a 'vigilant attitude' if there is a history of dictatorship or of episodes of bad governance). When these countries attract a lot of NGO-support, it is often based on a supportive public opinion, and positive media attention, which strengthen the donor darling profile. In 'strong-state dictatorships', bilateral agencies have more difficulties working with state agencies, and civil society organizations often face constant harassment, if they are allowed to function at all. One may expect human rights and communication NGOs to be active but sometimes working under cover or from neighbouring countries, and they may have to keep their activities out of sight (and may therefore lack transparency) . In 'weak states', with violence and failing government agencies, NGOs again perform different roles, with more emphasis on humanitarian assistance, on peace and 'human security' and on direct support to poor people's organizations. They may sometimes act as pseudo-states at local levels, with activities in a very wide range of domains. Particularly in failing states which are subject to growing tensions NGOs may perform important preventive roles, and help prevent conflicts from becoming violent (roles which do not easily get funded, as donors often seem to prefer 'post-conflict support', in stead of 'pre-conflict prevention', while the NGOs face high risks, often with a 'low absorption capacity' and a potentially low impact of their activities). However, this situation is not so straightforward either. Some countries attract a lot of religious (or religious-fundamentalist) NGO support, others far more secular (or secular-fundamentalist) NGO support, sometimes with growing conflicts as a result, and these NGOs face varying degrees of tolerance from state agencies, and more or less tolerance from other donor agencies working in the same areas.

Quite a number of TMF-funded NGOs work at higher levels of scale than country level. Particularly in problem regions (the Horn of Africa, the Great Lakes area, the Middle East), NGOs may be located in one country but may be active in the region as a whole. Most peace and security NGOs, many human rights organizations, and many environmental NGOs straddle state boundaries. For some NGOs working on global or regional lobbying themes or on 'communication', the location of their office can even be irrelevant for their geographical coverage. These are limitations of any country-based analysis of coverage, which should not

be overlooked. Another obvious limitation is the fact that, for all variables used, intra-country differences may be huge.

An attempt was made to assess the geographic distribution of TMF funds, and to position those findings in a typology[42] based on income level, governance status, and MFA status, all for 2004. Survey material gathered by the 'Added Value' research team was also used and supplemented with an additional survey co-ordinated by Berenschot[43]. We believe it provides a good overview of current geographical coverage.

The results of this study show that 49% of all regional allocations were intended for Africa, 22% for Asia and the Pacific, 20% for Latin America, and 9% for Eastern Europe. The country-specific results show a slight majority of TMF expenditure in low income countries, a slight majority in MFA partner countries[44] and, in the case of three governance types, most went to countries with medium governance conditions[45], see table 5.

Table 5 Overview of TMF (planned) expenditure in 2004, types of countries (percentages of country allocations)

Income level	Governance type	MFA categories (aid modalities)				Sub-Total	Total
		Partner	humanitarian	exit	other		
Low income	Bad	5	3	3	4	15	53
	Medium	21	-	2	0	24	
	Good	6	-	8	1	14	
Lower middle income	Bad	1	1	-	1	3	35
	Medium	12	-	4	4	20	
	Good	1	-	10	0	12	
Up middle income	Medium	-	-	-	0	0	12
	Good	7	-	-	5	12	
Total		53	5	27	15	100 Bad Gov: 18% Medium Gov: 44% Good Gov: 38%	

Definitions:
Income level: according to World Bank categories in 2004
Governance type: un-weighted average of six World Bank governance criteria of low and lower middle income countries ranked in three groups of the same number of countries (33 and 67 percentile cut-off points bad/medium 18.7% score; medium/good 39.0%). Later these cut-off points were also used for the scores of the (few) upper middle income countries.
MFA countries (as on the current Minbuza website): list of 36 partner, 7 humanitarian aid, and 12 exit countries, which leaves 58 countries in the 'other' category. All MFA partner countries, except one - South Africa - are in the low and lower middle income category.

Table 6 shows the countries with substantial allocations of TMF money and/or substantial presence of TMF-organizations[46], organised according to the typology of table 5. It is clear that these are not all MFA partner countries. In MFA-language, there are a considerable number of exit countries (which are no longer MFA bilateral priority countries) and other countries (without a bilateral development status for MFA). One may wonder if the TMF programme is filling the gap in exit countries left by the withdrawal of MFA. However, it is also interesting to note those countries in which TMF organizations do not seem to be active (as defined in this study, and in so far as data was available), namely in MFA partner countries Albania, Egypt, Eritrea, Yemen, Cape Verde, Mongolia, Rwanda, Senegal, in the MFA humanitarian aid country of DRC and neither in countries with a strong diaspora community in the Netherlands, such as Morocco, Surinam, and Turkey[47]. However, when

compared to the CFA Programme there is an overlap. Of the Top-15 countries of the CFA programme, as it was evaluated in 2002, 14 are among the 61 countries mentioned in table 6. Only the Democratic Republic of Congo (then Zaire) is missing. From the favourite top-12 countries of TMF funding seven were also among the favourite top-15 countries of the CFA programme: Tanzania, Kenya, Uganda, and South Africa in Africa, India in Asia, and Peru and Brazil in Latin America.

The table also adds a dynamic perspective with regard to the governance and economic growth status of the most important countries for the TMF organizations. It is obvious that between 2000 and 2004 (the period when the TMF programme was conceived, and started with the first rounds of TMF allocations) only two of the TMF favourites substantially improved their governance status, and no fewer than fifteen of them saw their governance situation deteriorate. When it comes to interpreting the evaluation results of this study, it should be kept in mind, as an important contextual condition, that in almost half of the preferential TMF countries, TMF partner organizations had to work in deteriorating conditions with regard to the governance criteria voice and accountability, political stability, government effectiveness, regulatory quality, rule of law and/or control of corruption. The picture is better as regards the economic growth context in which TMF partners have had to work . Between 2000 and 2004, the purchasing power of the average population in 24 of the 61 countries increased more rapidly than in the world as a whole, and the purchasing power decreased in only three countries[48].

Table 6 Countries with substantial allocations of TMF money in 2004

Income level	Governance status	MFA status		
		Partner (& humanitarian aid)	Exit	other
Low	Bad	Afghanistan, *Ethiopia*↑, *Bangladesh*↑, *Pakistan*, Sierra Leone↑ (hum), Sudan (hum), Burundi (hum), Somalia (hum)	*Zimbabwe*↓, *Nepal*	Cameroon↑ *Haiti, Chad*↑, Togo, Congo Rep↑
	Medium	**Tanzania**↑, **Burkina Faso**↑, **Kenya, Uganda**↑, **Vietnam**↑, *Benin*, Moldova↓ Mozambique↑, *Zambia*	Guine Bissao↓	*Malawi*
	Good	Mali↑, **Ghana,** Nicaragua↑	***India***↑	Madagascar
Lower middle	Bad	*West Bank/Gaza*, Iraq (hum), Angola↑ (hum)		
	Medium	**Indonesia**↑, *Guatemala*, Bosnia, **Colombia**, *Bolivia*, Armenia↑, *Georgia*	Ecuador↑, China↑, *Philippines*,	*Honduras*, Serbia, *Kazakhstan*↑ Paraguay
	Good	Macedonia↑ Sri Lanka	***Peru*, Brazil** *El Salvador,*	Marshall Isl. *Tunisia*↑ Romania↑
Upper middle	Medium			Russia↑
	Good	**South Africa**↑		Mexico, *Argentina, Costa Rica*

Bold: twelve most important TMF countries (based on reported financial allocations 2004, and on CIDIN survey of countries with most TMF-funded organizations; AV study)
Italics: countries where the governance situation between 2000 and 2004 has substantially deteriorated (relative position >-5%); Underlined: same: substantially improved (relative position > +5%)
↑ purchasing power growth per capita between 2000 and 2004 more than world average of 19%
↓ PPP/capita in 2004 lower than in 2000

1.5 The evaluation of the TMF programme: design and process

Organization of the evaluation
Using a tendering procedure, the Ministry of Foreign Affairs selected Berenschot (an Utrecht-based consultancy firm) to carry out the evaluation process. The Ministry also appointed an external steering committee to execute independent research[49]. The most important responsibility of the steering committee was to guarantee the quality of the nine sub-studies. The steering committee was supported by a research secretariat at Berenschot that co-ordinated the execution of the sub-studies and performed other support activities. In early 2005, the TMF Platform steering committee was asked to act as an advisory body to guarantee adequate contributions from the TMF-financed organizations. This steering committee formed the TMF Evaluation Advisory Board. See figure 1 for an organisation chart showing how the evaluation study was organised.

Structure of the evaluation: Establishment of the nine sub-studies
Prior to the start of the TMF evaluation, the Ministry indicated that it required insight into the different content orientations of the TMF and what impact they had, and that it wanted to cover all major themes, and both the Dutch and the foreign NGOs which had received TMF subsidies.

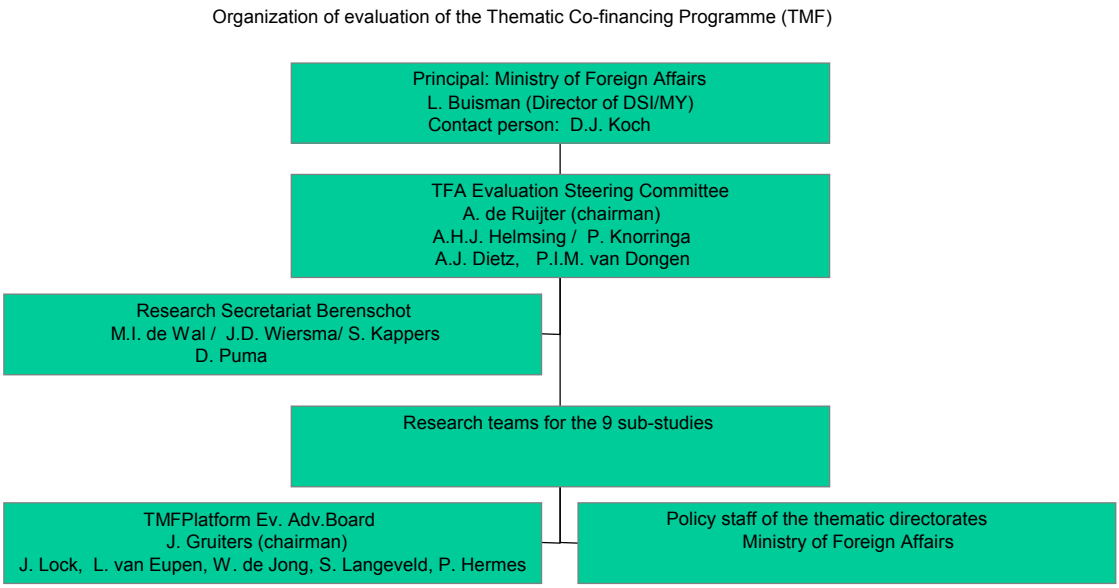

Figure 1 Organization chart showing how the TMF evaluation was organised

At the request of MFA, all the major themes have been studied, and hence all the relevant thematic directorates, although not all the sub-themes. For the political development, peace and security sub-directorate (part of DMV), the theme of peace building was selected, and not de-mining or post-conflict rehabilitation. For the political development sub-directorate (the second part of DMV), the theme of human rights was selected (although that theme had recently been evaluated by IOB), and not good governance (because there were too few NGOs in the TMF programme[50]). For the environment and water directorate (DMW), the theme of biodiversity was selected, particularly in relation to poverty alleviation. This means that an array of other sub-themes were deliberately neglected (in each case only a few NGOs received TMF support). For the directorate dealing with socio-cultural development (DCO) the choice was restricted to NGOs working on communication issues, and not to those

working in the field of education or culture. As regards the human development and gender equality directorate (DSI), the focus was on HIV/AIDS and on gender equality. For the sustainable economic development directorate (DDE), all three subfields were represented (international markets, national economic policies, and entrepreneurship and business development) but, in practice, the second sub-theme received less attention. However, despite these thematic choices, MFA staff are convinced that the most important sub-themes have been covered and that the evaluation is a proper representation of the scope of the TMF programme. The Steering Committee agreed.

Selection of TMF-financed organizations for the sub-studies
In consultation with the Ministry, the steering committee selected TMF-financed organizations that received TMF subsidies in 2003-2006 or 2004-2007 for the theme-specific sub-studies. During the selection process, the committee attempted to achieve a reasonable distribution over the two TMF rounds under evaluation. Most of the selected organizations received TMF subsidies in the round 2003-2006. The focus had to be placed on the first TMF round in order to gain initial insights into the (expected) effects of the TMF during the evaluation. Those NGOs had received TMF subsidies for two to three years at the time of the evaluation. Despite the fact that future MFS subsidies are only going to be available to Dutch organizations, this evaluation also covered foreign organizations. Aside from the fact that these organizations had to be included in the research because they were active in the periods being evaluated, the results can also be used in the context of other financing forms used to subsidise these organizations in the future, and for learning purposes. Because the evaluation does not pretend to be a representative study of the theme-specific sub-studies, the size of the organizations involved was ignored for the purposes of this evaluation. In the case of the cross-theme sub-studies, representative results were obtained where possible. The selection of TMF-financed organizations was not based on the same criteria for all sub-studies. The selection process took account of the expected burdens on the different organizations. Some of the organizations had been evaluated in the recent past, while others were listed for evaluation in the near future. These NGOs were therefore excluded. Ultimately, the steering committee selected a sample of organizations that provides a good representation of the relevant themes and issues. Table 7 shows the distribution of selected case-study NGOs over (sub-) themes/directorates and Dutch/foreign offices.

Table 7 Selected case study NGOs for the thematic studies (TMF 2003-06 and 2004-07 rounds), see Appendix 1 for details, numbers refer to number of TMF subsidies.

Theme and MFA Directorate*	Dutch NGOs selected**	Dutch NGOs not selected	Foreign NGOs selected***	Foreign NGOs not selected
Peace building (DMV VG)	4 (ECCP, IKV, PC, WCh) (+NIZA)	6	2 (IA, Sw)	7 + 4
Human rights (DMV MR)	4 (HOM, HREA, IFHHRO, NIZA)	2	-	8
Environment/ biodiversity (DMW)	2 (WNF/MD/ IUCN, BLI)	10	2 (AWF, FFI)	11
Communication DCO	4 (FV, OWI, RNTC, WPPh)	2 + 1 culture	(OWI)	-
Human dev/ HIV-AIDS	2 (SCN, WPF)	14	1 (IHAA)	13

(DSI SB)				
Gender (DSI VR)	1 (MC) (+WPF)	1	2 (FAS, IWRAW)	6
Econ dev. (DDE)	2 (W&D, ZNF)	14	1 (IDE)	5+1
Total	19	50	8	55

For the NGOs selected for the two cross-cutting studies: see appendix 5.

* DCO = social and cultural development; DDE = sustainable economic development; DMV = human rights, political development, peace and security (VG = Political development, Peace and security; MR = Human Rights); DMW = environment and water; DSI = human development (SB) and gender equality (VR)
** BLI = Birdlife International; ECCP = European Centre for Conflict Prevention; FV = Free Voice; HOM = Humanistisch Overleg Mensenrechten; HREA = Human Rights Education Associates; IFHHRO = International Federation of Health and Human Rights Organizations; IKV = Inter Kerkelijk Vredesberaad; MC =Mama Cash; NIZA = Nederlands Instituut voor Zuidelijk Afrika; Ow = Oneworld international; PC = Pax Christi; RNTC = Radio Nederland Training Centre; SCN = Save the Children Netherlands; WCh = Warchild; W&D = Stichting Woord en Daad; WNF/MD/IUCN = Wereld Natuur Fonds (WWF)/Milieudefensie (FoE)/International Union for the Conservation of Nature; WPF = World Population Foundation; WPPh = World Press Photo; ZNF = Zuid Noord Federatie.
*** AWF = African Wildlife Foundation; FAS = Femmes Africa Solidarité; FFI = Fauna and Flora International; IA = International Alert; IDE = International Development Enterprises; IHHA = International HIV/AIDS Alliance; IWRAW = International Women's rights Action Watch; Sf = Saferworld;

For the two cross-cutting studies (Monitoring and Evaluation Practices, and Added Value) many of the funded NGOs were studied. For the seven thematic studies a limited number of NGOs were selected for in-depth analysis, producing a total of 27 out of 127 NGOs (21%), representing 21% of all committed funds. As we have seen before, half of these NGOs have an office in the Netherlands, and in total these first two rounds committed €359 m. more in the Netherlands than abroad. Of the 64 different NGOs with an office in the Netherlands, 19 were studied (30%), of the 63 different NGOs with their office abroad only 8 (13%), which gives a bias of the results with more emphasis on the Dutch NGOs. Among the Dutch NGOs there appears to be a bias in terms of the size of the subsidy, with more emphasis on NGOs with relatively large TMF funding (35% of all €212 m. committed during the first two rounds). The foreign NGOs selected for this evaluation study were more average in financial terms if we look at the size of funding for foreign NGOs (12% of €160 m.).

Execution of the evaluation: Nine studies
Research organizations were selected to execute the nine sub-studies via two tendering procedures[51]. Table 8 gives an overview of the sub-studies and the research teams that conducted the sub-studies.

Table 8 Evaluation teams for nine studies

Sub-study	Research team	Project leader
Peace building	Triple L (University of Amsterdam)	Prof. dr. G. Junne
Human rights	University of Tilburg/IVA	Prof. dr. W. van Genugten
Biodiversity	IAC (University of Wageningen)	A.J. van Bodegom Msc
Communication	CDP/Pauka & de Groot	P. Sijssens Msc
HIV/AIDS	CMCO (University of Utrecht)	Dr. J. Boessenkool
Economic Development	MDF/CDP	Mr. F. van Gerwen

Gender	EOS	Mrs. L. Zuidberg Msc
Monitoring and Evaluation	MDF/IAC (University of Wageningen)	Mr. H. Rijneveld
Added value	CIDIN (Radboud University, Nijmegen)	Dr. L. Schulpen

Geographical coverage of the evaluation studies

As it is the intention of the Dutch government to increase the focus of its development support to Sub-Saharan Africa, almost all fieldwork research activities for the thematic studies of this evaluation focused deliberately on Africa. However, to learn from accomplishments elsewhere, the two cross-cutting studies and the gender study also studied examples from Latin America and South and South-East Asia, but not from Eastern Europe, the Middle East or East Asia. In addition, the Monitoring and Evaluation study discussed M&E practices among NGOs in Europe, which were not part of TMF (including Dutch co-financing agencies). The focus on Africa might result in lower performance results than if the evaluation study were to have focused on high-growth economies, as Africa has more regions with failing states, and more contracting economies than elsewhere.

In the Added Value study, results were presented of the number of Dutch-funded NGOs active per MFA partner country, based on a survey among 71 Dutch and International TMF organizations, and the six Co-financing agencies (CFAs: Cordaid, Hivos, Icco, Novib, Plan, and Terre des Hommes)[52]. There are many Dutch donor darlings, but there are also examples of Dutch bilateral partner countries, which are neglected by Dutch-funded NGOs. See table 9.

Table 9 NGO status of Dutch bilateral partner countries (number of TMF+CFA organizations active in 2003-05)

Dutch NGO darlings (>14)	In between (5-14)	Dutch NGO orphans (<5)
Tanzania (29+5), Uganda (22+6), Kenya (18+6), Indonesia (18+6), South Africa (18+4), Ethiopia (17+4), Ghana (15+4), Bolivia (13+6), Bangladesh (13+5), Vietnam (14+3), Zambia (13+4), Pakistan (13+3), Colombia (12+3), Guatemala (11+4), Nicaragua (10+5)	Sri Lanka (9+5), Burkina Faso (9+3), Afghanistan (9+3), Albania (8+4), Senegal (7+3), Mali (6+4), WestBank/Gaza (4+3), Mozambique (6/10+2), Benin (6/10+2), Bosnia (6/10+1), Georgia (6/10+1), Eritrea (2/5+2), Surinam (2+4), Egypt (2/5+2),	Rwanda (?+2), Armenia (?+1), Macedonia (2/5+0), Mongolia (2/5 + 0), Moldova (1+3), Yemen (1+0), Cape Verde (0),

>14, 5-14 and <5 = the number of Dutch-funded NGOs active in a Dutch bilateral partner country, which combines the CFA and the TMF-funded organizations.

The field research in this evaluation study had a deliberate focus on Africa in six of the thematic studies, and a broader geographical coverage in three other studies, including the cross-cutting studies. We can now assess whether this offers a representative picture, see table 10. Most of the fieldwork required for this evaluation took place in countries which can be regarded as having a strong Dutch development presence, both bilateral and civilateral. The cross-cutting studies (M&E and AV) had a clear fieldwork concentration in those 'Dutch donor-darling' countries. The other evaluation studies had a wider scope, and in four studies (peace building, human rights, communication and gender) fieldwork also, or mainly, took place in countries which can be regarded as 'Dutch donor orphans'. Although the bias of Africa remains, the coverage of the evaluation study as a whole is rather wide in terms of 'types of Dutch involvement'.

Table 10 Evaluation fieldwork countries and their Dutch aid status

Dutch aid status	Bilateral partner countries		
	Dutch NGO darlings	In between	Dutch NGO orphans
Fieldwork countries	Tanzania (PB, BD, C), Uganda (PB, HIV, M&E, AV), South Africa (HR, HIV, G, M&E), Kenya (PB, HR*, BD, ED), Ethiopia (PB, ED), Ghana (AV), Zambia (HR, C, ED), Vietnam (M&E, AV), Nicaragua (AV), Bolivia (M&E)	Burkina Faso (HR*, HIV, ED), Senegal (BD, C, ED) Mozambique (HR), Egypt (HR*)	Rwanda (PB*)
	Bilateral humanitarian countries		
		Angola (HR*), Sudan (PB*)	Congo DR (PB), Sierra Leone (G, C), Burundi (PB)
	Bilateral exit countries		
	India (G), Peru (M&E)	Zimbabwe (HR, ED)	Guine Bissao (C)
	Other countries		
		Cameroon (BD)	Botswana (C), Guinee (G) Liberia (G), Malawi (HR) Algeria (HR*)

* indirectly
PB = Peace Building; HR = Human Rights, BD = Biodiversity conservation and poverty alleviation, C = Communication, HIV = HIV/AIDS, ED = Economic Development, G = Gender, M&E = Monitoring and Evaluation; AV = Added Value

Working method of the Steering Committee
The steering committee members and the research secretariat formed management committees for each sub-study. These management committees evaluated the offers and progress reports, managed the research teams and monitored quality, progress and processes for each of the sub-studies. Various formal and informal contact moments were built into the evaluation process for the research teams, the steering committee, the TMF Platform advisory board and the Ministry[53]. In addition, two one-day study sessions were organised so that the researchers could exchange information and experiences. Workshops were held for both cross-theme sub-studies in the final phases of the research. All TMF-financed organizations from the first two rounds were invited to attend these workshops to discuss the research findings, and many attended.

Process with the stakeholders
As the organization chart reveals, the evaluation involved a number of different stakeholders, which means that optimal communication and consultation was required. The research secretariat played an important role in organising regular contacts between the different stakeholders.
Throughout the course of the evaluation, the TMF Platform advisory board offered the TMF steering committee critical feedback on both the evaluation process and the evaluation content, while the TMF-Platform also organised its own monitoring process. Letters and a website (www.tmf-evaluatie.nl) were used to keep the TMF-financed organizations informed regarding the structure and progress of the evaluation. In addition, representatives of the thematic directorates of MFA were invited to participate in the study sessions and were also invited to many of the discussions that were held between the steering committee and researchers to optimise the contributions of the different directorates to the evaluation[54].

An important discussion item during the evaluation process was the evaluation schedule. Although the research was scheduled from October 2004 to April (originally June) 2006, the timelines turned out to be quite tight, in part because of the official tendering rules that had to be followed. It was important for the Ministry to strictly maintain the schedule because it needed the results of the evaluation to prepare itself and the sector for the introduction of the MFS. The Steering Committee, the TMF Platform and the organizations that were evaluated felt that the timelines were too tight, particularly regarding the time they were given to respond to interim reports and research findings. This produced tensions, as evident in the monitoring reports prepared by Paul Meijs, at the request of the TMF Platform.

In early 2006, the delivery of some of the final reports was postponed for several weeks at the request of the Steering Committee to give the researchers time to respond to serious criticism voiced by the organizations that had been evaluated. The steering committee felt that all parties needed time to respond adequately because it wanted to create optimal support for the research results. The delay resulted in higher quality in both the process and the reports. However, as a result of the postponement, the amount of time available to the Steering Committee and the advisory board for reading the reports and formulating comments was extremely limited. The fact that there are nine reports and this synthesis study in March 2006 shows the commitment of the sector, and the researchers.

A warning

The intention of the TMF programme is to support initiatives which alleviate poverty, expand a thriving civil society, and influence policies which favour poverty alleviation and good governance at various levels of scale. It does so by selecting NGOs, which generally work through other organizations, mostly national or local NGOs in developing countries, as well as community-based or faith-based organizations, and sometimes in alliance with the (commercial) private sector, and with (local) government agencies. For all organizations receiving TMF funding, those TMF funds are only part of their total funds, and in a large number of cases the TMF contributions are relatively modest. Moreover, the organizations supported in developing countries often receive funding from a variety of sources. Attribution is a major problem in all development intervention evaluations. Due to the layered and diverse funding of all the organizations studied one can never prove that TMF-funded activities actually resulted in the desired changes. At most it can be made plausible that TMF funding mattered and – despite the generally modest TMF funds – worked as catalysts for innovations. The fact that many TMF organizations received 'core', or 'institutional funding' from the TMF fund (often with other donors paying for specific projects or activities) makes it even more difficult to 'prove' TMF impact. On the other hand, the most important goal of the TMF programme, civil society development, and hence capacity and capability development of civil society organizations, can more easily be assessed (and also more at this stage) than direct poverty alleviation, or policy influence, the two other goals.

Evaluation of the quality and usefulness of the evaluation studies

The quality of the end products of these nine studies was checked and accepted by the Steering Committee in March 2006 and the studies have been since functioned as building blocks for this synthesis document, for which additional research was also carried out. The Steering Committee, the Ministry and the Platform representatives regard four studies as excellent, namely the thematic studies on Biodiversity Conservation and Poverty Alleviation, on Economic Development, and on Gender, and the cross-cutting study on Monitoring and

Evaluation. The other studies also provided useful input for this synthesis report and insights which can be used profitably to rethink policies and implementation practices, but they have some flaws with regard to one or more of six key elements of the Terms of Reference (effectiveness, efficiency, relevance, sustainability, learning capabilities and chain analysis). These were the thematic studies on Peace Building, Human Rights, HIV/AIDS Communication, and the cross-cutting study on Added Value. In addition, in the last two studies there have been problems with the process of consultation with key stakeholders, and with the contextualisation of the results. For this synthesis report the Steering Committee tried to correct this. The Advisory Board of the TMF Platform does not regard the study on Communication as a fair representation of this sector.

Part 2 Summary of main findings of nine separate studies

Introduction

Seven thematic and two cross-cutting studies provide a lot of detail on the TMF programme. Appendix 7 gives a list of those studies. This second part of the synthesis study provides a summary of the main findings of these nine studies, as interpreted by the Steering Committee. For the seven thematic studies a format is used which first gives a description of the theme and of the organizations that were selected for the case studies, followed by sections about effectiveness and efficiency, and about relevance, impact and sustainability, and ending with notes about the chain and about learning capabilities in the chain. The reader should keep in mind that the Steering Committee judges their quality and usefulness differently (see section 1.5).

2.1 Peace building

1. Introduction

The peace building policy within MFA is regarded as a relatively new field for MFA. The Ministry is experimenting with a Stability Assessment Framework (2002) and a study that was commissioned by the Netherlands as part of a donor consortium, the Utstein report (2004)[55], is also available for use. Prior to the start of the TMF Programme, peace building received ad-hoc support from Regional Desks of the Ministry. Its inclusion as part of the TMF programme, which the researchers perceive as a success of lobbying activities by Pax Christi and IKV, gave recognition to this field, led to its growth, and is expected to have important effects on other organizations (particularly CFAs) with regard to conflict sensitivity in their approaches. Peace building includes not only post-conflict activities, but equally those efforts during or before the outbreak of violence that explicitly aim to strengthen mechanisms to prevent or reduce violence and foster constructive cooperation. It is a separate field, but it is also closely related to political development initiatives (and the activities of political and politico-military actors) and to more 'conventional' economic development interventions that might be able to contribute to reducing some of the root causes of conflicts (e.g., resources, identity) and it often straddles the boundaries of the domain of human rights. In evaluating peace building interventions the attribution problem is especially urgent, as organizations often try to prevent something from happening instead of trying to make it happen. Civil society building is a key ingredient of peace building but governments should not be left out.

2. Objectives, instruments and partners

This study covers six of the eleven organizations funded through the TMF Peace Building programme (if we exclude de-mining as a sub-theme, for which four NGOs also received TMF funds). The Dutch organizations Pax Christi, IKV, and Warchild , and the UK-based organization Saferworld received TMF funds in 2003 (5.0, 4.0, 3.7 and 0.6 million euro respectively). The Dutch NGO ECCP and the UK-based International Alert received funds in 2004 (each 1.6 million). The objective of Pax Christi, IKV and International Alert can be roughly summarised as contributing to building sustainable peace in areas affected or threatened by violent conflict. These three organizations employ a broad range of instruments, including lobby and advocacy, supporting local initiatives, organising dialogues and capacity building. The other three organizations (ECCP, War Child and Saferworld) have a narrower focus. ECCP focuses primarily on networking in the area of armed conflict prevention. Warchild concentrates on psychosocial assistance to children in war-affected areas, including more specific peace building activities like bringing children together from groups that are divided by conflict and Saferworld focuses on research and advocacy with regard to small

arms. Four of these six NGOs received institutional funding. For all except International Alert and Warchild this constitutes 24-50% of their annual budgets. Most of the six organisations received substantially less funds than originally applied for, which in some cases has led to attempts to do the same with fewer resources, or to secure funds from other donors, or to cut activities. The study focuses on programmes and local partners in the Great Lakes region and the Horn of Africa. Due to a geographical division of labour between Pax Christi and IKV, IKV turned out not to be active in these regions.

3. Conclusions on effectiveness, efficiency, relevance, impact, sustainability

Given the complex and intertwined set of factors that lead to conflict, peace building activities by any single (TMF) organization cannot be expected to deliver sustainable peace. It may help to decrease the chance of a violent escalation, but that remains difficult to prove. Within those constraints, all TMF organizations agree that the general complexity of peace processes should not stand in the way of analysing the concrete outcomes of specific measures where this is possible. In effect, all TMF organizations mentioned indicators in their funding applications and the researchers have made use of these indicators. The researchers conclude that the six organizations do important and very good work in often insecure and difficult circumstances and regions, into which many other development actors do not venture. Activities of TMF organizations have been effective and clearly relevant. This relevance could be made more visible by making more explicit those choices made in terms of interventions and by explaining how their interventions complement developmental strategies by other actors. While this evaluation comes too early to assess impact, the sustainability of peace building interventions is inherently very difficult if not impossible to ascertain, especially in isolation from other development interventions. Often it takes more than a decade to ascertain that peace building interventions have indeed resulted in lasting peace, and dedicated commitment is often needed, including by civil society organizations, to make sure that 'things do not go wrong again'. The researchers conclude that in the period under investigation the TMF-funded organizations have done a very good job in direct peace building activities, while integration with other development interventions can be improved as a step towards a more holistic approach to addressing not only direct conflict prevention but also the root causes of conflict.

4. Intervention chain, policy dialogue, added value

Unlike many 'conventional' development interventions, peace building is often an explicitly political intervention which also requires interaction with many actors that do not easily fit the 'local partner' image, such as war lords and guerrilla leaders, as well as representatives of international business. Moreover, in situations of, for example, ethnic conflicts it is often very difficult if not impossible to find local partners that are seen by all parties as independent catalysts. The latter may be undesirable and being present oneself is a key factor for success. This is also one of the reasons why responsibilities are sometimes not easily transferred to local partners. In the field of peace building, relationships between actors do not always correspond to a traditional intervention chain.

TMF support for peace building has contributed to a considerable growth in peace building activities in the Netherlands, and to intensive and long-term relationships with the CFA sector. The institutional funding has enabled TMF organizations to invest in organizational development and M&E systems as elements of further professional development, and has helped them to become more autonomous, while the influence of the Ministry on the content of programmes has been limited. Moreover, TMF has enabled the development of overarching activities such as the linking of partners in different regions and work in regions that attracts less media attention. This is important as recent experience in the regions studied

shows that sustainable peace can only be achieved at a macro-regional scale. However, according to the researchers, TMF procedures did in some cases restrict flexibility to react to sudden changes. While the Ministry's lack of desire to 'plant their flag on projects' is perceived as a welcome contrast to other donors, almost all TMF organizations deplore the lack of real policy dialogue with DMV. Even though overall funding is modest, the TMF peace building organizations have a clear added value to the Dutch development portfolio through their specific peace building expertise and activities. Cooperation and information exchange with Embassies and CFAs is, however, not always performed systematically but takes place on the basis of personal initiatives and country and theme platforms in the Netherlands. The researchers recommend that all international actors in peace building look for synergy instead of focusing on co-operation among Dutch organizations, given the vast challenges of sustainable peace building in Africa.
Another challenge is to move towards further integration with other development activities through more systematic co-operation with other development organizations that can address root causes of conflicts if these do not already exist (this is already the case between Pax Christi and IKV on the one hand and Hivos, ICCO and Cordaid). The policy framework for peace building should elaborate on the interactions with more conventional development interventions to further increase the relevance of peace building activities and to further streamline overall development efforts.
All organizations recognise the importance of reflection and learning and the researchers indicate that most organizations have initiated M&E capacity, while at the same time all organizations agree that their learning capacity needs further improvements. The researchers particularly praise Pax Christi for initiatives to involve university-based researchers in systematically supporting evaluation and best practice studies.

2.2 Human rights

1. Introduction
The report analyses the human rights activities and organizational aspects of four out of six Dutch TMF-funded NGOs and their local partners in Africa[56]. The conceptual background of the study is based on the Netherlands human rights-based approach and the legal framework containing universally applicable standards supplemented with African specifics. The study focuses on the policy theme (positioning within MFA, objectives, funding criteria, regional concentration, differentiation, coverage of the TMF programme in the field), the aid chain (description and evaluation of the relationships in the chain) and results of the study in the frame of the ToR (efficiency, effectiveness, relevance, sustainability, learning capacity and theme-specific objectives).
The four NGOs which were selected for the study all have offices in the Netherlands: Humanist Committee on Human Rights (HOM), International Federation of Health and Human Rights Organizations (IFHHRO), Human Rights Education Associates (HREA), and the Netherlands Institute for Southern Africa (NIZA). With the exception of IFHHRO TMF subsidies came from the 2003 round (respectively 2.0, 0.6, 0.2, and 9 million €[57]). Countries involved in the study were Angola, Malawi, Mozambique, South Africa, Zambia, Zimbabwe, Algeria, Kenya, Burkina Faso and Egypt. Regions visited for fieldwork among local partners of the NGOs were Malawi, Zambia, South Africa, and Mozambique.

2. Objectives, instruments, partners chosen and methodology
The core objective of all interventions of the organizations is improvement of human rights practices. The objectives and instruments of the TMF organizations that were studied differ.

HOM: The Linking Solidarity programme of HOM focuses on contributing to the elimination of the phenomenon of enforced disappearance, to uncovering the truth and to ensuring that justice prevails. The programme's main instruments are capacity-building, influencing policymaking in the field of human rights, advocacy and consultancy. HOM has a facilitating role and has three partners, namely the Centre for the Study of Violence and Reconciliation (CSVR, South Africa), Associación de Familias de Presos y Desapericidos Sahrauis (AFAPREDESA, Western Sahara territory), and Collectif des Familles des Disparu(e)s en Algérie. The researchers received no information on the latter. As to the objectives and choice of partners of HOM, CSVR and AFAPREDESA seem to be good choices because they have the same objectives. HOM's core strategy of capacity-building seems to shift from the partner organizations to the establishment of networks.
IFHHRO is a network of organizations with the following objectives: to enlarge and strengthen the network of health professionals who work on human rights issues, to involve participation of organizations in less developed countries, to involve health professionals, to support health professionals in undertaking human rights activities and to protect health professionals at risk due to those activities. Important tools for IFHHRO are networking and training. The Zimbabwean Association of Doctors for Human Rights is the only African partner. The goals of this association are similar to those of IFHHRO, with specific goals such as increasing medical knowledge skills for treatment of victims of torture, monitoring ethics and responsibilities of doctors and documenting human rights abuses.
HREA's objectives are to strengthen human rights education through exchanges of information, experiences and resources. Relevant tools for the projects with the African partners are curriculum and material developments, networking, financial and technical support, advice on institutional development, financial support and advice on programme development. African partners of HREA are the Cairo Institute for Human Rights Studies and the Inter-African Union for Human Rights. The objectives of these organizations are similar to those of HREA, provided that the researchers found that the project of the Inter-African Union only marginally corresponds with its objectives.
NIZA has a programme on human rights and peace building consisting of four clusters. The overall objective of the programme is more access to and use of human rights through improvement of services delivered by 24 human rights organizations in Southern Africa. The focus is on capacity building via a partner-driven approach. NIZA facilitates partner meetings and training activities. Since NIZA selects its partners with a partner-driven approach, it seems that all partners fit within the scope of the clusters. Some partners have changed their focus and activities due to a variety of circumstances.
In general it can be stated that activities mostly related to the human rights environment (through strengthening skills, training, documentation and data systems) rather than contributing directly to improving or protecting human rights for particular individuals or groups, except the paralegal assistance to communities in South Africa.

3. Conclusions on effectiveness and efficiency
The objectives at all levels in the chain are clearly defined and coherent. The concepts used (such as human rights) are in line with each other, although the concept of capacity building is sometimes used in a slightly different way and a structural investment could sometimes have been better labelled as an investment in the network of the organization. International networking in Africa puts pressure on local partners who can barely manage their domestic activities. Moreover, small project funding makes it difficult to develop Africa-wide networks. Sometimes, local organizations change their focus and range of activities, but the partner-based approach of TMF organizations allows flexibility. The researchers report one partner organization which does not seem to belong to this theme.

The researchers do not report any inconsistencies concerning the tools used to obtain the objectives. The stated objectives can be realised through tools like networking, capacity building, management training and investment in M&E tools. Local organizations are of the opinion that the objectives of cooperative projects should be broader, so that the funds can also be used for work on more directly tangible outcomes in connection with direct poverty alleviation.
The human rights evaluation paid particular attention to the end users in the chain, and hence it has not yet been possible to formulate many firm conclusions as regards effectiveness and efficiency, as most results will only become visible later. However, the researchers do report clear examples of cases where increased respect for human rights has effectively contributed to "or can plausibly be assumed to contribute to" the reduction of poverty, and they commend organizations like NIZA for having a relatively large output in terms of reach and effects despite a minor input in terms of money.

4. Conclusions on relevance, sustainability, and impact
The research showed that the activities of the four organizations and their partners contribute to the realisation of human rights. The study showed that an enabling environment is important for the prevention of human rights violations. This relates to skills, knowledge and participation in national and international meetings and networks. Local African partners are satisfied with the TMF organizations, although there is a gap between what is desirable and what can be realised, and between long term perspectives and short term outcomes.

Organizational sustainability may be threatened by a lack of sufficient core funding, 'donor shifts' and brain drain. The researchers believe that the human rights activities often have an irreversible effect and thus a sustainable character. However, there is an inherent tension between global definitions of human rights (and many NGOs base themselves strongly on universality principles) and local interpretations. Local communities are seen as entities in which rights have to be realised, and as instruments in the realisation of human rights. Informal local women groups and traditional authorities (chiefs) can play a major role in passing on knowledge. The researchers state that the impact of human rights activities often depends on the sensitivity of NGOs and their partners for the existence of indigenous cultural specificities in dealing with 'rights' and 'claims to rights'. It is recommended that this would be acknowledged more explicitly.

5. Observations about the aid chain, policy dialogue and added value
Two assumptions underlie the TMF programme, namely operational freedom and monitoring from a distance. Although operational freedom (partnership, equality, etc.) seems to work well, there is a danger that only strong partners are selected, while the challenge for civil society building is also to build relationships with organizations that are still rather weak. It was concluded that the Ministry indeed monitors from a distance. Embassy staff may be involved, but only superficially. In general, there is good feedback and monitoring between TMF organizations and local partners but the ambitions of both differ. Some TMF organizations focus on the establishment and reinforcement of international networks while the local partners may aim at regional or domestic networks. Particular M&E systems exist (and are used for interim reports and external audits). The Ministry (DMW) uses the reports of the TMF organizations for 'policy dialogue'. This dialogue is positively valued by the TMF organizations.

2.3 Biodiversity and poverty alleviation

1 Introduction

Before the launch of the TMF programme, the MFA Department of Environment and Water (DMW) funded a large number of international and Dutch NGOs involved in nature conservation. To be eligible for TMF funding, the link with poverty alleviation had to become stronger, although DMW never drew up a policy paper connecting environmental issues with poverty alleviation. This is something they should do, and it is recommended that they (and the sector) make use of very interesting insights gained by the study team which concentrated on one sub-theme, namely that of biodiversity. Endeavours to harmonise conservation of biodiversity with social needs over the last two decades have led to a paradigm shift to the extent that the main actors in the debate currently regard the objectives of poverty alleviation and biodiversity conservation as two sides of the same coin and follow a pragmatic ecosystems approach. The concept of poverty has also changed. Having been traditionally understood as the deprivation of material goods, it has been expanded to include additional dimensions (apart from the economic aspect, the human, socio-cultural, political, and protective dimensions) which link poverty directly to the environmental realm.

1 Objectives, partners, and notes on the study approach

The most relevant TMF attempts to combine biodiversity with poverty alleviation goals can be found in Africa, and pioneering NGOs are all international civil society organizations. Three of those international TMF funded organizations (one also with an office in the Netherlands), and one Dutch consortium with strong international linkages, were selected for this evaluation based on two cases each. Many more could have been selected as the TMF Programme had selected 11 Dutch and 13 foreign NGOs for its first two rounds. Nevertheless, the choice represents a good and interesting variety.

The African Wildlife Foundation is an NGO with its headquarters in Nairobi, and with programmes in Eastern and Southern Africa. Among their activities are the Samburu Heartland Project and the Kilimanjaro Heartland Project, both in Kenya, which were selected as case studies. They received €5 m. from TMF (2003 round, programme subsidy) and combine support to local NGOs and community groups with alliances with the private sector.

Birdlife International is an international NGO with its headquarters in the UK, but is linked to the Dutch organization Vogelbescherming Nederland. It supports site support groups all over the world, also in Africa, connected to national NGOs. Two of those sites were selected for in-depth case studies: Kinangop in Kenya and Ngovayang in Cameroon. TMF funded BLI's activities with a programme subsidy of €3.2 m. (2004 round).

Fauna and Flora International is an international NGO with its headquarters in the UK as well. It works all over Africa, and supports alliances of local NGOs, community groups and private sector (conservancy) initiatives. For the research, the Sera community-based conservation project and Ol Pejeta Ranch were studied, both of which are located in Kenya. FFI received a core subsidy of €2.6 m. (2004 round).

WWF/Milieudefensie/IUCN Consortium have joined forces for the purposes of getting TMF funding for projects in Africa, dealing with forest management and conservation (case: Campo Ma'an project in Cameroon) and with sustainable fisheries and coastal management (case: Kayar pilot village in Senegal). The consortium has its headquarters in the Netherlands (Milieudefensie's Amsterdam office is the headquarters of Friends of the Earth International), but is connected with the international headquarters of WWF and IUCN, both in Gland Switzerland. The consortium received €15.1 m. as a programme subsidy from TMF (2003 round), one of the largest TMF subsidies given. They support environmental NGOs in Africa, community groups and indigenous peoples' organizations.

All four organizations used a mix of objectives, combining direct poverty alleviation and conservation with the strengthening of civil society, and policy influence, at all relevant levels: from local to international. In Kenya, Senegal and Cameroon local experts carried out detailed studies and, during field visits by the Dutch researchers, a participatory workshop was organised as well.

3 Conclusions on effectiveness and efficiency

TMF-funded environmental organizations have been effective in influencing organizations and institutions at both international and national levels to incorporate poverty issues in environmental policies and related agendas through a variety of consultation platforms, workshops, studies and publications. Remarkably, each of the four TMF-funded organizations seems to have its own "lobbying niche". The degree to which the TMF-funded organizations are able to generate win-win situations depends largely on a “conducive environment”. This demands a complex type of analysis in the project preparation phase, with which some NGOs are experimenting, and others should do more. In a majority of cases the TMF funding follows prior activities, and those interventions have contributed to direct reduction of poverty for the target group. Interventions lead to increased welfare. Nature-based enterprises have increased employment, skills, direct income and intangible benefits such as pride and self-confidence. Joint venture partnerships with target group communities have been effective in generating viable economic development, and the TMF-funded organizations have played important brokering roles in them. The involvement of the local private sector has enhanced the viability and sustainability of natural resource-based economic ventures such as in Kenya, where the sector makes a significant contribution to the reduction of poverty. For the local enterprises which are solely driven by community structures, the probability of success is not as evident because the ownership of the development effort is questionable. However, here too, the conservation of protected areas is more effective. There is less poaching of key wildlife species in certain areas, and communities have become increasingly aware of the value of landscapes and wildlife. The international NGOs tend to put a strong emphasis on involving and training local-level target communities, but at the expense of building up independent national-level NGOs. Many of those intermediary NGOs tend to underestimate the challenges beyond their core environmental domain (e.g. local enterprise development). They can benefit from strategic alliances with NGOs with a more classical ‘development’ approach, and with capacity building agencies. At local level the NGOs have increased the level of information for community members and their capacity to understand their rights. However, a major problem in this regard is the limited involvement of the poor to effectively engage in collective action, governance and political processes to claim their rights and to participate in decision making and distribution of tangible benefits. More attention is needed to the quality of governance in local organizations and their decision making processes and sharing of benefits at the local level. Household surveys or other tools to measure differences in livelihood improvements among the members of the community should be used where applicable.

As regards efficiency, most programme interventions for poverty alleviation were performed by local staff with the same expertise but on lower salaries than the expatriates. Moreover, in most cases of strategic partnerships with local organizations, local government, and the local private sector, existing capacity was used instead of hiring in expensive expertise or additional staff. Most organizations succeeded in using their resources to leverage additional donor support and private sector investments in viable economic private-public (community) partnerships.

4. Conclusions on relevance, sustainability and impact

In all the study regions, vast numbers of poor people depend on bio-diverse semi-natural ecosystems for their subsistence, though biodiversity resources are often used in an unsustainable manner. In all of the regions governance is poor, government control and services fail to a large extent and create an environment which is not conducive to biodiversity conservation. Efforts and approaches aimed at development (poverty alleviation) and biodiversity conservation at national government level are still largely treated as separate domains, despite the international debate. The organizations' strategic approaches and practices from the objectives level down to the corresponding activities were found to be relevant for the solution of these problems. The NGOs acted in a pioneering manner as regards dealing with the fifth DAC dimension of poverty alleviation, protective capabilities, in ways which could enrich the MFA TMF policy framework, in which this dimension seems to be absent.

TMF funding of the four environmental organizations has contributed to the reinforcement and, in some cases, adjustment of their perspectives towards the inclusion of development efforts into their conservation activities. The organizations have proven, besides their good work for the conservation of biodiversity, that they have a strong potential in the field of reducing the poverty amongst the target groups. The international NGO community, as a recipient of TMF funding, is well placed to operate in the difficult terrain of proactive lobbying and innovative approaches. In many cases it is better placed than other bilaterally or multilaterally financed organizations. There are complementary roles but these are not used effectively.

The chances of enterprise development in partnership with private sector participation were found to be higher than for projects where community groups tried to generate enterprise development on their own with assistance from the TMF-funded organization or their partners. As the TMF-funded organizations/partners did not have all the necessary technical and economic expertise, these enterprise activities were generally unlikely to be sustainable.

The picture on learning is rather mixed. Only one TMF-funded NGO has an M&E system in place, but systematic learning is being developed. Others are still developing their learning systems and processes.

5. A final note on the intervention chain

The policy dialogue with MFA is not functioning well, and there is too much rotation of staff. TMF organizations do not make a real effort either, though they share knowledge with individual staff. TMF Organizations often speak in name of community groups and lobby for them but these groups hardly participate in (inter)national policy dialogues.

Lobbying with regard to international fair trade, advocacy for sustainable use of natural resources, and equitable private-public partnerships in the areas of the environment and development are typical activities of civil society organizations, which connect international, national and local levels and which are performed best in TMF-type programmes.

2.4 Communication

1. Introduction

This report analyses the activities of four out of six TMF-funded organizations and their local partners in Africa in the field of communication. All are Dutch NGOs. The conceptual background of the report is based on the relationship between the TMF policy programme (in short: poverty reduction, civil society building and influencing policies) and communication. The study provides a context analysis of recent developments in communication in African

countries, with attention for the digital divide (and attempts by NGOs to develop and facilitate the use of ICT facilities), and attention for the role of communication media in democratisation and political change (particularly radio). The study focuses on the policy theme (positioning within DSI objectives, funding criteria, coverage of the communication theme in the field), the context of communication and poverty in African countries, the aid chain, the results with regard to efficiency, effectiveness, relevance, sustainability, learning capacity and some theme-specific objectives. The NGOs selected are: Radio Nederland Training Centre (RNTC), One World International, Free Voice (SCO), World Press Photo. They cover all priority areas of TMF policy on communication. All are based in the Netherlands (although OWI's head office is in the UK). Only RNTC was funded from the 2003 round (€3.5 m.), all others in 2004, with €7.6 m. for Free Voice, and much lower amounts for OWI (€0.6 m.) and World Press Photo (€2.0 m.). Selected regions involved in the study were Botswana, Senegal, Tanzania, Zambia, Sierra Leone, and Guinea Bissau. In the first three there is a relatively favourable free press situation, in the last two this is much less the case.

2. Objectives, instruments, partners chosen and methodology

The core objectives of the TMF organizations are capacity building, promoting/improving freedom of press and increasing access to media.

RNTC. The focus of RNTC is on capacity building, in the case of its TMF programme for community radio. The main instruments are network building, training, institutional support, capacity building, production of educational programmes and infrastructure support. The TMF programme of RNTC is called Informo(t)rac[58], is run as an RNTC project, and has partners in Sierra Leone, Senegal and Guinea Bissau. The partners in the three countries seem to be fairly well chosen and have the same objectives as RNTC.

Free Voice The objective is to improve press freedom by improving organizational and financial management of the partners. The partners contribute to a more multiform press. The partners perceive Free Voice as a financing organization. Free Voice also supports the Media Council of Tanzania and The Panos Institute for West Africa. Free Voice is shifting from small project based activities to strategic alliances with larger institutions based on knowledge exchange and funding.

Oneworld International/Africa The objectives of OWI are to assist One World Africa which is an offshoot of OWI, in its efforts to become an autonomous and sustainable participant in OWI, to build communication platforms, to provide ICT solutions and tools to CSOs, to develop, maintain and deliver training. Instruments to reach the objectives are capacity building, network participation, business planning, training and technical support. One World Africa is considered to be a key stakeholder as regards ICT and development by its partners. OWA has become an autonomous organization and shifted its focus from ICT to development and communication.

World Press Photo The objectives of WPPh are institutional strengthening, training, publicity and networking. The instruments used to achieve the objectives are the provision of training modules and support. The partner in Tanzania focuses on training young photojournalists.

Notes on methodology: the researchers used two frameworks for their analysis: the Terms of Reference for this study and a context study of communication and poverty in Africa. The researchers did extensive fieldwork in West and Southern Africa at the national, regional and community level. This focus enabled the researchers to show the challenges and tensions in the partnerships. The consequence was that the fieldwork took a different shape in each country and there were difficulties in drawing generic conclusions.

3. Conclusions on effectiveness and efficiency:
The objectives formulated at all levels of the chain are similarly defined and the activities are properly designed within the existing TMF framework. TMF organizations in communication focus on civil society strengthening and utilise a mix of strategies of poverty reduction, civil society building and policy influencing. Civil society strengthening is primarily achieved through improvement of the media so as to increase public awareness.
The selection process is efficient and transparent. The Ministry is reported to punctually and satisfactorily. Two programmes are behind schedule, but it is expected that the goals will be achieved within the funding period. The researchers report a tension between technical identity of organizations and broader development objectives. The balance between technical support and improvement on the one hand, and the objectives of a poverty reduction programme like TMF on the other, are a constant concern for the organizations. Radio seems to be the most suitable means to communicate and to reach the objectives of the TMF Organizations and their partners. In the regions that were studied for the purposes of this evaluation, the use of ICT is still in its infancy. Strategic choices of partners, the level and concentration of activities contribute to limiting overheads in relation to the output. Networking is perceived as a factor that improves the chances of funding and hence many local actors pursue parallel networking.

4. Conclusions on relevance, sustainability, and impact
The researchers have defined relevance in terms of added value of the TMF programme. The TMF programme is an important source of funding for organizations and their partners. The TMF organizations provide specific expertise that is not available in general programmes. TMF organizations mainly contribute to poverty reduction by strengthening CSOs. Impacts on structural poverty reduction are primarily indirect. Although the researchers found striking examples of direct poverty alleviation, there is still too little attention for (real) opportunities to contribute to more direct poverty alleviation. The impact of the programme on Dutch society is less clear than would be expected. For DCO the link with Dutch society was one of the reasons to select only Dutch NGOs for its communication theme (as the only MFA directorate restricting itself to Dutch NGOs only, although some are part of international alliances). In order to acquire more information on the feedback on Dutch society, better tools need to be developed to measure the impact of TMF-funded activities on Dutch society, and more emphasis should be put on developing criteria to do so.

The TMF organizations that were studied maintain strong relationships with their partners. The latter are strengthened by joint activities and targeted capacity building. Partnerships are considered equal. Sustainability is not always assured. Measures to improve sustainability by increased professional development may derail the partner organizations from their developmental mission in organizing communities.
There is no separate section in the report on (expected) impact of the programmes. The researchers discuss impact in financial terms (as part of efficiency) and conclude that in general the programmes are implemented in a cost-effective way with relatively modest overhead costs. Elsewhere, the researchers discuss the issue of risks within the framework of the strong focus of the organizations on technical identity and professionalism at the expense of the developmental identity of organizations (which is loosely equated with voluntary and community based work). See 3.

In the discussions about the Communication research one element received considerable attention, although it only got meagre attention in the report: gender (also see 3.7). A few NGOs working on media and ICT do have specific gender criteria (e.g., WPPh, and also for

instance IICD and APC, NGOs that were not studied by the research team). For other NGOs (RNTC, Free Voice, IPS) the gender inclusiveness in their policies is not very well developed yet and needs special attention.

5. Aid chain, policy dialogue and added value

The central part of the aid chain is the partnership between the TMF organizations and their partners. These partner relationships are diverse. RNTC has set up its own project structure in three West African countries to facilitate the training of 31 partner organizations. Free Voice has direct and indirect partnerships. WPPh selects partners to cooperate in implementing training modules and the partnership of OWI has changed into an autonomous organization called One World Africa. The evaluation confirms the findings in the ECDPM report of 2003 that there is a relatively low intensity of contacts between TMF organisations and DCO. DCO is, however, properly informed about the participating organisations. The involvement of embassies is low-level, except in the case of WPPh (which sponsors the annual exhibition and mediating). The evaluation team studying communication convincingly shows the relevance of the theme for a programme like TMF. Other recent evaluations do so as well. Kessler and Faye (2006), who are studying RNTC's Informo(t)rac programme in West Africa concluded that "media plays an important role in a structural approach to fight poverty from the bottom up by stimulating active participation in social processes…a valuable support programme to Community Radio Stations was realized under very difficult circumstances" (p. 12). An evaluation research about the NGO that would receive most support from DCO as part of the TMF Programme –in the 2005 round-, the International Institute for Communication and Development (March 2005, Van Gerwen & Fernandez) concluded that IICD successfully uses an embedding strategy to link ICT interventions (Information and Communication Technology for Development, ICT4D) to social development and poverty reduction, with impact on awareness raising and empowerment of end-users. The study confirms the difficulties this sector has with 'thematic networking', with a focus that is too much on technological aspects, "while issues of content are still too weakly developed to strengthen social development and poverty reduction approaches of some partners"(p. ii).

2.5 HIV/AIDS

1. Introduction

HIV/AIDS is one of the priority areas of current Dutch development assistance with a focus on Africa. During the last decade it has become evident that HIV/AIDS is having devastating consequences in a number of African countries, and its impact goes much further than the health sector. The disease has severe demographic, social, economic and cultural consequences, and can undermine all gains made in other development fields. The Netherlands supports a variety of global initiatives to deal with the disease and its consequences, including major support through civil society organizations. The way TMF-funded organizations deal with HIV/AIDS clearly fits in the theme-specific policy of the Ministry and can be seen as one of its core areas of policy.

HIV/AIDS is a very complex phenomenon that needs to be approached in the most comprehensible way possible. Most importantly it should be defined as a development issue (which is the case in the TMF-policy framework) with various aspects and influences such as biomedical, political, socio-economic, cultural, psychological, etc. Within the present framework these influences are recognized, but at an abstract and generalized level. As any other development issue, HIV/AIDS should be studied in local contexts in order to establish how exactly influences work. It is the opinion of the researchers and of many NGOs working

in this domain that only a bottom-up approach will lead to relevant, effective and sustainable interventions. If the theme is isolated from other themes (gender, communication, economic development, human rights, peace building, etc.) the complexity and dynamics of the HIV/AIDS theme will be ignored.
Sub-Saharan Africa suffers from HIV/AIDS, but with major regional differences, with the disease most prevalent in Southern Africa and least in West Africa (as yet) . Local and national contexts differ too much to generalize on the developments. However, as a development problem 'pur sang' it must be embedded in political, socio-economic and cultural developments in Africa as a whole.

The evaluation of the HIV/AIDS theme focuses on three TMF-organizations with Africa as a regional focus: (1) International HIV/AIDS Alliance (abbreviation: Alliance), (2) Save the Children-NL, and (3) World Population Foundation (WPF). All three organizations work in an integrated and multi-sector way. Whereas Alliance focuses on the theme HIV/AIDS, Save the Children-NL directs its programme on children's rights and the World Population Foundation's (WPF) core business is sexual and reproductive health and rights. Whereas Alliance and Save the Children-NL received a 'programme-specific grant', WPF received a 'TMF-organization subsidy' and organizationally falls under DSI/VR; the others under DSI/SB.

2. Conceptual framework, partners chosen, methodology
The focus of the evaluation study is on the process that occurs between TMF-aims with regard to HIV/AIDS issues and the outcome of the financed activities. This process can be conceived of as a force-field that consists of areas of tension and dilemmas from which the stimulating and impeding factors ultimately determine the evaluation criteria: relevance, efficiency, effectiveness, sustainability and learning capacity.

Alliance was founded in 1993 by a consortium of bilateral donor agencies, the European Commission and the Rockefeller Foundation, which all felt the need to attend to community aspects of HIV/AIDS through NGO support. The head office is in the UK. Alliance developed as a UNAIDS collaborating centre by influencing policies and programmes. It was granted special consultative status by the Economic and Social Council of the United Nations (ECOSOC), became involved in the National Population Policy Preparatory Conferences ('prepcons') for the International Conference on Population and Development (ICPD, September 1994), in the United Nations General Assembly Special Session (UNGASS) and in the start-up consultations on the new Global Funds Against AIDS, Tuberculosis and Malaria (GFATM). The researchers report that funds in 2004 mainly came from the Global Funds (45%) and USAID (31%). Dutch TMF funding represented only 1.6% of the total budget (€0.7 m. in the 2003 round). Alliance combines networking and advocacy from global to local levels, but also has many partner organizations who work with community-based groups at local level.
The International Save the Children Alliance (SC) is nowadays the world's largest independent movement for children. It works in approximately 110 countries (of which 34 are in Africa). In developing countries SC focuses on three main children's rights: the right to education, the right to good health, and the right to be protected from abuse and exploitation. SC-NL was legally registered as a foundation in 1981 and is funded by several public and private organizations. SC-NL is a rather small Save the Children member (TMF subsidy: €1.2 m. in the 2003 round). Its focus has been on Orphans and Vulnerable Children (OVC) and it has succeeded in getting this second generation problem on the policy agenda.

WPF, founded in 1987, is the only organization in the Netherlands working exclusively on the enhancement of the capability of women, men and young people in developing countries to realize and protect their own reproductive and sexual health and rights. WPF supports local organizations in African countries, such as Tanzania, South Africa, Zambia, Uganda and Kenya. It is also involved in the EuroNGOs (European network of NGOs at the level of Sexual and Reproductive Health and Rights, Population and Development) and the Economic and Social Council (ECOSOC). WPF supports local organizations that provide young and underprivileged people with access to information and services about sexuality and reproduction. WPF aims to make it possible for all individuals to make free and informed choices. Furthermore, WPF advocates favourable legislation and policy in the field of sexual and reproductive rights and health. WPF integrates STI/HIV/AIDS prevention, health education, health services and sexual health promotion. Sexual violence and gender discrimination are part of this approach. These projects have been innovative in linking health and education. WPF networks to avoid fragmentation of NGOs and health services (TMF subsidy: 2.8 million in the 2003 round, but only started in 2004).

The research methodology focuses on relations, interactions, meanings, perspectives, and interests. This has led to a choice of qualitative research looking at 'organizations' practices'. Considering the limited range of literature and documentation available, it was regarded as essential to conduct in-depth studies using observations and interviews.

3. Conclusions about effectiveness and efficiency

Some of Alliance's supported activities in Burkina Faso focus explicitly on direct poverty alleviation, since it analyses HIV/AIDS as a development issue and therefore embeds it in broader political, socio-economic and cultural situations and developments. To Save the Children and WPF, poverty alleviation is more indirect. Alliance works with two national (NGO) partners in Burkina Faso. It acknowledges mutual dependencies and is keen on keeping horizontal relations. Professional monitoring & evaluation guarantees control as well as adequate guidance and learning from the field. Save the Children and WPF are less interested in and/or do not (yet) have the capacity to carry out systematic monitoring and evaluation. Both organizations tend to stimulate the production and dissemination of materials. Therefore, capacity building is restricted to on-the-job training and support to partners' staff who deal with the production and utilization of extension materials and guidelines. Both national partners of Alliance are member of the HIV/AIDS national council and thus have influence on national policies. Both NGOs have been and still are pioneering in 'silent' issues. Save the Children influences OVC policy directly in Uganda. WPF admits that, so far, it has not done much on advocacy and political lobbying in South Africa. However, being there and working on rather controversial projects like Termination of Pregnancy and a welfare centre for abused women must have an influence at political level and on the acceptance grade in the long run.

Alliance works according to an approach whereby data on context, images of life and needs of people is first collected. On-the-job-training for staff and volunteers of partner CBOs and a comprehensive monitoring and evaluation system guarantee optimal utilization of local / community knowledge. Inter-country exchanges are organized in order to learn from each other's experiences and good practices. Save the Children's strength in Uganda is the advocacy work done for orphans and vulnerable children (OVC) by contributing to a national OVC policy. Networking in the HIV/AIDS scene in Uganda is still under development and focuses on the position of children.

Interventions by WPF are either very effective or difficult to trace at local community level. Behavioural change through knowledge transfer and counselling is promising provided that activities are better connected to local contexts and actively involve CBOs at community level. Advocacy work seems to be difficult in South Africa. This is understandable from the perspective of a rather small (Dutch) NGO like WPF which has to deal with the enormity and complexity of the problem and the many contradicting HIV/AIDS interests. The same applies to Save the Children. Since both the bilateral programme in South Africa and CFAs are active in the same field in the country, there are good reasons for both TMF-organizations to seek more cooperation with other (Dutch, international) civil society organizations and the Dutch embassy as they seem to be working rather isolated.

Whether the funds were optimally utilized depends to a large extent on the score that activities booked in terms of relevance and effectiveness. Alliance, which is working specifically on HIV/AIDS, is highly efficient. It is equipped with multi-expertise professionals and a monitoring and evaluation system that combines the aims of control and capitalization of knowledge and experience of people and community themselves. SC and WPF lack adequate monitoring and evaluation tools. The researchers wonder whether TMF resources for the HIV/AIDS theme can be used most effectively by organizations whose core business is not HIV/AIDS. On the other hand it should be stressed that one of the organizations which was studied under this theme (WPF) did not get TMF funding under this theme, but under the gender theme. As HIV/AIDS is not the primary goal of this organization it would not be fair to judge the organization on its conformity to the HIV/AIDS theme, as the researchers seem to do. Also the support for SC had a wider scope than just HIV/AIDS.

4. Conclusions on relevance, sustainability, impact and learning

All three TMF-organizations are doing relevant work in the selected countries and it is fair to assume that their work in the respective countries is more or less exemplary for their work in general. As Alliance is the only organization focusing explicitly on HIV/AIDS issues, its work has a wider relevance within this HIV/AIDS TMF theme than the work of Save the Children and WPF. However, the focus of SC on OVCs, and of WPF on prevention are important sub-goals of the HIV/AIDS policy of the Ministry.

All three TMF organizations and their partners focus almost all their interventions on children, OVCs, adolescents, women, rural poor, and the generally most vulnerable groups. The organizations differ significantly as regards their interpretation of a bottom up approach and the way they address HIV/AIDS. All three adhere to a multi-sector approach. Alliance has the most comprehensive approach and embeds activities successfully within the specific contexts. Almost all activities are considered innovative and therefore worthwhile. They are to be taken into account when starting (new) activities on HIV/AIDS, provided (for Save the Children and WPF) that they take the specificity of contexts of interventions into account as much as possible.

For Alliance, chances of political and socio-cultural sustainability of results are high for practically all supported activities. Probably because the organization is keen to embed its activities within local contexts and maintains a bottom-up approach and close relationship with partner-organizations, local support is high. Moreover, working in line with the HIV/AIDS national strategy guarantees political support. Save the Children and WPF supported activities are rather implementation-driven and less reflective of qualitative impact. Moreover, as TMF money is relatively short-term focused, long-term sustainability of first results is at stake. However, partner-organizations are only partly depending on Dutch funds in general and TMF funds in particular.

The system of Alliance is geared towards learning which is stimulated by a research & evaluation unit and an extensive monitoring & evaluation system. In the case of Save the Children and WPF, it is not clear what is happening with the results and whether those are discussed thoroughly with all involved stakeholders. Both lack M&E systems.
All three TMF organizations studied and their partners were open as regards discussing findings of this evaluation research and they appeared to be keen to learn from it.

5 Notes on added value
All three TMF-funded organizations fit well in the Ministry's policy with regard to HIV/AIDS, and each adds innovative approaches to the many existing initiatives in this field. However, the impression of the researchers is that most of the (Dutch) organizations involved do not know what others are doing and seem hardly to be interested. We noticed a great urge to coordinate activities, not in the Netherlands, but as much as possible in the countries themselves, at regional, provincial and local levels. Dutch embassies seem to be the logical meeting places to start coordinating all different interests of involved organizations. Many interventions by the three organizations are regarded as innovative and as such could generate useful insights for other regions and countries. However, especially in the case of Save the Children and WPF, new insights should not be generalized too much and too quickly as it remains vital for them to be embedded in local community contexts in order to test whether they fit or not.

2.6 Economic development

1. Introduction
Economic development is a field in rapid transition internationally, with major shifts, and broadening issues (which also influences the DAC definition of 'development'). Economic Development is an area which is dominated by bilateral and multilateral aid. The TMF programme puts an emphasis on the role of Civil Society Organizations. This is new and it creates tensions and challenges, particularly as ED is increasingly identified with private sector development. For the MFA Department DDE the challenge is to regain its pioneering position, after years in which the emphasis of Dutch development assistance was on social, and not so much on economic development.

Within MFA, the policy framework on Economic Development is laid down in a memorandum dating from 1999 (updated in 2001), called *In Business Against Poverty*, a report which focuses on pro-poor economic growth while recognising the important role of the private sector in economic development. Within Economic Development three policy areas were identified. 1) International markets - promoting a more enabling international business climate to improve access of private firms in developing countries to international markets. 2) National Policy Environment - improving national business climates in developing countries. 3) Business Development - supporting the private sector in developing countries through enterprise development interventions. DDE has also used these three domains as an organising principle for its functional organization. The three TMF organizations selected for detailed study are the largest recipients for each policy area: 1) South-North Federation for International Markets, 2) International Development Enterprise (IDE) for National Policy Environment; and 3) Woord en Daad for Business Development. In total for the theme of economic development 16 TMF subsidies were given to Dutch NGOs and 7 to foreign NGOs.

2. Objectives, instruments and partners

In practice, the 'fit' between the three policy areas of DDE and the selected TMF organizations turned out to be not so straightforward. The South-North Federation (Zuid-Noord Federatie) – a lobby and advocacy network of 15 Dutch NGOs– received funds for the Globalising Trade Justice programme whose overall objective is 'to develop with its partners in the South a rights-based approach to regional and multilateral trade-negotiations and international trade and investment relations'. This programme focuses on improved access to international markets, partly through lobbying national governments. The researchers have visited stakeholders and network members in Kenya. The SNF received €1.4 m. from TMF (2003 round), which was its total budget (a unique case in TMF funding).

Both IDE and Woord en Daad use their TMF Economic Development funds predominantly to focus on Business Development. Interventions are intended to alleviate poverty directly, to contribute to civil society building and, to a much lesser degree, to also influence the National Policy Environment. The main objective of IDE is to raise smallholder farmers' income by providing simple and cheap technology for irrigation, by developing supply networks and by integrating smallholders in more attractive value chains. The three core activities are, first, general support to IDE to build institutional capacity, second, build support platforms at national levels, and, third, implement five pilot projects. IDE International is registered in Switzerland, but with strong backing from IDE Canada, IDE USA, and IDE UK. There are many regional and country offices. The researchers visited IDE-Zambia to assess progress in one of the pilot projects. IDE received €6.9 m. TMF funding (2003 round).

Woord en Daad does not exclusively or even predominantly work in the domain of economic development. It also has major programmes for human development (for which TMF funding was also received, strangely enough from DDE) and for social-cultural development (no TMF funding requested). It is one of the largest TMF-funded organizations in the Netherlands, backed by evangelical Christians. Its broader objectives are to support the poorest of the poor in fulfilling basic human needs, basic education, and – as a more recent tail-end intervention – economic development programs on vocational training, job mediation and MSME development. It received €11.4 m. TMF funding (2003 round) of which €6.7 million was for the economic development programme (with a total W&D budget of €17.0 m.). The TMF Economic Development funding is used for the vocational training, job mediation and MSME development programmes. The researchers visited local partners of Woord en Daad with significant economic development programmes in Ethiopia and Burkina Faso.

The researchers convincingly argue that the three organizations studied can be considered representative for the group of funded TMF organizations in Economic Development, also because other funded TMF organizations show a similar variety in working at different intervention levels, with least attention given to the National Policy Environment.

3. Conclusions on effectiveness, efficiency, relevance, impact, sustainability

TMF organizations have developed effective and innovative interventions and output and outcome has often exceeded original targets. Interventions often go beyond the economic dimension of poverty. The TMF programme has enabled TMF organizations to significantly strengthen local partners, who in turn contributed to the consolidation of community organizations, other local NGOs and MSMEs. For those focusing on direct interventions at local level, results are tangible and sustainable at local level, notwithstanding the daunting challenge of reconciling the distinct value systems of NGOs and commercial agents. Interventions are often based on long-term experience and relationships with target groups. It enables them to embed interventions in local communities. Substantial improvements in direct poverty alleviation have been reported. TMF organizations are now developing ideas to scale up their activities to national policy levels, to avoid the risk of impacts remaining limited to

local level. Moreover, those focusing on international trade have effectively achieved medium term output and outcome. Impact is still difficult to establish at this point in time, but small and specialised TMF organizations have proven to be competent catalysts in professional international networks by focusing on one or a few specific issues. On the whole, a major achievement of TMF Economic Development organizations is their relatively strong contribution to strengthening civil society in developing countries. This is remarkable given the relatively modest funding of a subsidy scheme like TMF.

4. Intervention chain, policy dialogue, added value
TMF organizations and local partners work closely together and benefit from mutual learning. These intensive exchanges are highly valued by local partners and they nurture a perception of real partnership. By contrast, a 'policy dialogue' with DDE has not developed. Communication has been mainly unidirectional, with DDE staff commenting especially on the financial aspects of progress reports submitted by TMF organizations. Contacts with Embassies have also been very limited, even in the case of Zambia where agriculture is one of the sectors in the bilateral programme.

In terms of basic project objectives and approaches to sustainable economic development, interventions by TMF organizations do not differ much from activities financed by CFAs. One major difference, however, is that TMF organizations develop closer relationships with local partners, in which responsibility is shared especially in the initial stages of implementation and partnership is seen as a key characteristic. It is not completely clear to what extent the very positive outcome of the evaluation of these three organizations can be attributed to receiving TMF funding, as most TMF organizations in the Economic Development programme do not depend primarily on TMF funds, nor do they limit their interventions to Economic Development.

M&E systems are relatively well-established and detailed and are used in practice mainly for accountability purposes. The evaluation process shows a great interest and commitment by TMF organizations and their local partners to further improve organizational learning, in spite of budget and time restrictions. Unfortunately, until now, DDE and Embassies have not really become part of this learning process.

2.7 Gender

1. Introduction
For many years, gender was a permanent and separate part of MFA policies, with a considerable Women's Fund, and a relatively strong department to deal with gender issues (DSI/VR). In the last few years, specific attention for gender issues has been dwindling and there is considerable controversy about the mainstreaming of gender versus women empowerment, and about women and development versus a women's rights approach. Although the position of DSI/VR has declined, TMF funding did allow for some continuation of a specific gender policy, and in this section of the evaluation report we look at the findings about the TMF support to gender NGOs. In total three Dutch and eight foreign gender-specific NGOs received TMF funding[59]. Elsewhere (in section 3.7) we will examine the practices of gender mainstreaming in other parts of the TMF programme.

This study specifically deals with the women's empowerment component of the TMF gender programme. The regional focus of the gender study is on Africa and Asia.

The majority of the grants from the Women's Fund and the TMF programme are meant for international women's organizations working on women's empowerment.

2. Partners chosen, objectives, methodology

The following organizations were selected for the gender study:

Mama Cash, based in the Netherlands and with a focus on 'new, small and innovative organizations' and on Women's Funds, engaged in women's rights all over the world. Mama Cash received TMF funding for its programmes in the period 2003-2006 (€1.5 m.). Mama Cash also receives funding from Oxfam Novib, Hivos and Cordaid, and from a number of private donors. It engages in what is called 'feminist philanthropy'

Femmes Africa Solidarité (FAS), based in Geneva and with sub-offices in New York and Dakar. FAS is engaged in so-called gender mainstreaming of the African Union and furthermore, in capacity-building for women in peace building in post-conflict zones in Africa, and in international advocacy to reinforce the above-mentioned activities. TMF funding: €0.6 m. in the 2004 round, meant for institutional strengthening;

International Women's Rights Action Watch-Asia Pacific (IWRAW-AP), based in Kuala Lumpur, and supporting networks and alliances in the field of women's legal rights in South Asia and South-East Asia. IWRAW-AP has received core funding in the 2003-2006 TMF round (€0.8 m.).

The framework for evaluation consists of three components: the evaluation of the contribution of the TMF organizations to gender equality; the appraisal of the effectiveness, efficiency, relevance, sustainability and learning capacity of the various development actors; an analysis of explanatory factors.

The methodological approach builds on principles of Outcome Mapping and combines them with other methods: desk research, interviews and inventories. Outcome mapping is a participatory methodology that pictures outcomes in terms of changes in the behaviour, activities and relationships between actors involved in a process of change. Rather than seeking to establish and attribute impacts, it looks at contributions to outcomes. In the analytical framework results are therefore phrased in terms of changes in behaviour and/ or relationships, and appraised in terms of their significance for all stakeholders involved, i.e. not only the donor but also the organizations that have received TMF funding and their partners who have benefited from this support.

3. Conclusions on effectiveness and efficiency

By and large, the manner in which TMF organizations implement the TMF gender policy is effective. In the case of Mama Cash, all grantees have reached their objectives partly or completely. Beyond that, in India there have been several spin-offs which have been achieved through networking and policy advocacy. The South African organizations are effective in targeting poor rural and semi-urban women. The somewhat greater effectiveness of Indian grantees may be (partly) explained by the fact that they operate in the context of a mature and well-established women's movement. The Women's Funds supported by Mama Cash have been effective in developing innovative fundraising strategies. However, the effectiveness of their grant making work is less convincing. The comparative imbalance between fundraising and grant making may be seen as part of the process of growing up as a women's fund, but nevertheless it requires attention.

FAS and IWRAW Asia Pacific effectively link advocacy for women's rights at national levels to international and global levels. IWRAW Asia-Pacific succeeds in relating national and international level advocacy to the grassroots level through its 'Global to Local' project and in

its professional training of trainers programmes. FAS' work in strengthening sub-regional and national women's peace networks is less successful in this regard.

Within their institutional contexts all three TMF organizations can be said to have an efficient organization. With comparatively modest resources and a small organizational set-up they have been able to accomplish commendable results. There are a few issues, however, that require attention. Mama Cash enables organizations to carry out groundbreaking work with very little money. Though the policy to reach out to as many deserving groups as possible is appreciated, Mama Cash runs the risk of 'spreading grants too thin' which may mean losing out in terms of efficiency and sustainability. The international/African NGO FAS suffered from having very few staff in the International Secretariat in Geneva. It has remedied this by creating a regional office in Dakar which recruited professional staff. It will take time however, before this new and inexperienced team can be fully charged with the management of programmes in Africa. Success in advocacy leads to new grassroots demands for implementing reconstruction and capacity building for which FAS is ill equipped. It demands different organizational competencies. The TMF organizations studied have been smart in raising funds for their programmes. They have managed to diversify sources of income. At least, this has been the case until recently. The present trend of declining funding support for women's rights organizations is making it difficult to access funding, even for the most efficient and effective organizations.

4. Conclusions on relevance, impact and sustainability

The work of the three TMF organizations studied – Mama Cash, Femmes Africa Solidarité (FAS) and International Women's Rights Action Watch Asia Pacific (IWRAW Asia-Pacific) - and their partners or grantees is highly relevant for women's rights initiatives in the international and country context.

Mama Cash is making a relevant and unique contribution to the TMF Programme. (a) It has an original approach to promoting women's rights (b) The chosen mix of activities funded by Mama Cash is functional in relation to the TMF programme objectives of poverty reduction, civil society building and gender equality. (c) Mama Cash and its grantees are directly and intensively engaged in five of the seven TMF themes.

The work of FAS and IWRAW Asia-Pacific is relevant because they specialise in skilled and professional advocacy for the realisation of women's human rights. Their work in women's empowerment is inextricably linked to other themes of the TMF policy framework: human rights, peace and security, and (for IWRAW Asia-Pacific) reproductive health. As international NGOs they are rather unique because they have their base in Africa and Asia respectively and work solely with people from the South.

Femmes Africa Solidarité is based on a loose network of powerful women in Africa who together give a face and voice to African women. It provides recognition to the women who are active in the resolution of conflicts and the construction of peace. This recognition is further used to capitalise on women's successes in peace negotiations by forcing top politicians to take a stand and institutionalise women's participation in decision-making bodies of the African Union.

IWRAW Asia Pacific serves both the purpose of a think tank and that of a sophisticated policy advocacy group and capacity builder. Its major relevance is located in its unambiguous focus on making the CEDAW Convention and other related Human Rights Conventions work. The conceptual and strategic leadership of IWRAW Asia-Pacific is highly valued by its partners and has had a visible impact on their own advocacy work. These organizations themselves do cutting edge work which feeds back into IWRAW Asia-Pacific thinking and praxis.

The three organizations studied are all comparatively small but they have a pioneering spirit and an ambitious agenda. Hence, all of them are by nature open to learning. Each of them in their own way is trying to find a productive balance between lobby and advocacy work and 'practical' work on the ground. This ability to link ground level work and realities with policy advocacy is critical. It shows the real learning ability of the organization.
Mama Cash's strength has been that it has created spaces for small groups to learn and grow. However, the challenge for Mama Cash as an organization is to find a right balance between giving space to experiment and learning from grantees' experience. Organizational learning about the impact of grants can be improved. The introduction of the Making the Case Tool for monitoring social change is a significant step in the right direction that deserves appreciation. The tool has good potential but would need greater flexibility if it is to become a relevant organizational learning tool, both for Mama Cash and for the concerned organizations, which operate in diverse cultural and organizational contexts.
IWRAW Asia-Pacific has been very successful in applying rights-based concepts derived from the CEDAW framework in specific local contexts, and in turn in sharpening the concepts and advocacy tools based on the learning on the ground. This has been a truly 'global to local and local to global' learning process.
For FAS and IWRAW Asia-Pacific many challenges remain in the field of capacity building. As far as FAS is concerned, the challenge is to assess more effectively the needs of its partners that are to be strengthened and to find the best ways and resources together with the women's peace networks themselves. For IWRAW Asia-Pacific, tracking the effects of its capacity building efforts is important as it would provide useful feedback on priority themes and strategies for capacity building.

Institutional TMF funding has been decisive for the achievements of all the three organizations. It has created the stability that is necessary for organizational growth and learning.

5. Notes on the intervention chain, policy dialogue and 'added value'
The decision to no longer allocate TMF grants to organizations that are not based in the Netherlands is a major cause for concern. It directly affects the funding strategy and policy implementation of DSI-VR. This opinion is shared by many people involved in resource in the field of civil society (in the Netherlands and elsewhere). A larger amount of funds for women's autonomy is important because the policy of gender mainstreaming, as promoted by the Ministry, is only feasible if women are sufficiently empowered to put women's rights on the agenda of other policy domains in bi-lateral and multi-lateral development cooperation. Mainstreaming calls for more policy dialogues and 'careful negotiations' with other thematic departments, embassies and CFAs, but is as yet insufficiently developed.

6. Other observations
The inventory and analysis of the TMF programme of DSI-VR show that DSI-VR has allocated a total of approximately 10 million € to eleven TMF organizations. The majority are based outside the Netherlands. The figures show that DSI-VR has spent the lowest amount of funds for civil society organizations in both TMF rounds, when compared to other MFA divisions in charge of TMF. The TMF gender portfolio amounts to less than 3% of the total funds spent on TMF organizations, i.e. €10.2 m. out of a total of €359 million in the two rounds. This is in stark contrast to the period before TMF, when DSI-VR was in charge of a Women's Fund that yearly spent approximately 20 million €.

2.8 Cross-cutting study on Monitoring and Evaluation

1. Introduction

The main focus of this cross-cutting study is on the quality of the TMF organizations' Planning, Monitoring and Evaluation systems, and on how these systems contribute to their management and learning ability. A key idea behind this cross-cutting study is to see to what extent the TMF programme has enabled theme-specific NGOs to further strengthen and institutionalise their capacity to learn from ongoing programme and project activities through effective monitoring and evaluation mechanisms. The study includes the whole intervention chain, from the Ministry via TMF organizations and via partner organizations in the South to their beneficiaries, and back again.

The researchers use a conceptual framework of 'Managing for Impact', based on the assumptions that effective M&E systems must support internal organizational and programme learning and is fully embedded in management functions and processes. The approach is based on participatory and interactive learning, which prepares organizations to accept the need for change and to become eager to learn. The chosen approach has called for an active and direct involvement of all stakeholders, which would ideally be 'embarking on a mutual learning trail'.

While many M&E experts like to make a very clear distinction between monitoring and evaluation, this study instead views monitoring and evaluation as two overlapping spheres of activity in which monitoring focuses more on regular data collection while evaluation involves making judgements based on the data. The researchers claim that too strict a separation of monitoring (by project implementers) from evaluation (by external experts) has resulted in an inability, with regard to many development interventions, to learn effectively since it disconnects the information collection from the sense-making that precedes improved action. Instead, this study views monitoring and evaluation as parts of an integrated process of continual gathering and interpreting of information to make judgements about how to proceed.

The main sources of information for this study are: a self-assessment survey among 39 Dutch and 41 foreign TMF organizations (out of 128 who were sent survey questionnaires), in-depth interviews with a sample of 34 TMF organizations (partly carried out by researchers from the thematic studies), interviews with selected NGOs in Switzerland and the UK, visits to TMF partner organizations in Peru, South Africa, Uganda and Vietnam, interviews with Ministry staff, and two major workshops with TMF organizations, one at the outset of the study and one towards the end, to create and sustain commitment of TMF organizations.

2. Conclusions

TMF organizations not only have a vivid and rapidly growing interest in M&E, they have also put considerable effort into strengthening their PME systems and have supported their local partners so that they can do the same. The researchers conclude that M&E awareness and practice among TMF organizations is higher than they expected based on their experience within the international development sector. NGOs have invested (partly with TMF funds) in follow-up training, contracting experts and/ or employing expert staff to design and improve their PME systems. TMF organizations use a wide variety of PME systems, and this seems logical given the wide variety in interests, background, levels of operation and organizational cultures. Especially the somewhat larger TMF organizations that received institutional funding have succeeded in developing and implementing effective PME systems that deal

convincingly with outcome and impact, and have a strategic orientation. They regularly refine their PME system and that of their partners as an integral part of ongoing capacity building. Nevertheless, while some 8% of PME systems are seen as excellent, the researchers conclude that in more than half of the cases PME systems of TMF organizations and partner organizations are effective at operational level but require considerable improvement to enhance strategic learning. In other words, PME systems deal effectively with input and output indicators, but they only deal properly with outcome and impacts in a minority of cases.

More specifically, the main strength of the TMF PME systems is their learning ability at operational level. Lots of formal and informal learning takes place and information is shared with a wide variety of stakeholders in the sector and disseminated in various ways (meetings, workshops, publications, radio broadcast, website, e-mail and other IT applications). Moreover, information from the PME systems is sufficient to satisfy the accountability needs of donors in the intervention chain.

The main weakness of TMF PME systems has to do with the continuing difficulty as to how to collect and use both qualitative and quantitative information to arrive at assessments that can effectively inform strategic decision making. The major challenge of TMF PME systems lies in finding ways to produce strategic information at all levels in the chain, and in finding ways to pass on this strategic information upwards in the intervention chain. Good practice examples suggest that this seems to be achieved more easily in fully integrated or at least strongly interlocking PME systems throughout an intervention chain. Among TMF organizations it seems that, in particular, advocacy and lobby organizations have already been more successful in developing PME systems with a more strategic impact orientation.

With regard to the role of the Ministry the researchers conclude that the objectives of the TMF programme were not clearly defined, nor systematically monitored. Moreover, no strategic partnership developed between the Ministry and TMF organizations and so no systematic feedback or learning has taken place at this level of the intervention chain. Staff at the Ministry were not properly instructed on how to monitor the programme, and while some staff performed very well in monitoring grants, no systematic monitoring – let alone effective learning mechanisms - has been developed at donor level. Therefore, the richness of understanding among TMF organizations about their performance and impact is not systematically fed back into the Ministry. For the new MFS, the researchers recommend working towards a genuine dialogue and productive partnership between Ministry staff and NGOs. A necessary but not sufficient condition to achieve the ambitious objectives in the MFS (and in the M&E frameworks currently developed within the Ministry) is that the Ministry becomes an integral part of PME systems in the MFS intervention chains.

2.9 Cross-cutting study on Added Value

What the ‘added value’ of “TMF” is (or has been) proved to be a difficult nut to crack. The word ‘value’ implies further questions: value for whom, and defined by whom? The word ‘added’ implies: added to what else? MFA staff conceptualised the added value in two very different ways: added value of a single TMF programme compared to the prior situation of rather chaotic support by separate MFA directorates, and added value of TMF organizations compared to bilateral aid, multilateral aid, and aid via the CFA channel. Dutch TMF Organizations mainly tend to define themselves, and their added value, as ‘different from CFAs’ (see section 4.2). The AV study differentiated between ‘internal added value’, and ‘external added value’. Internal added value was defined as the importance of the TMF

funding, and of the TMF programme, for the strengthening of the TMF-funded organization and the capabilities of its recipients/partners, based on an examination of elements of professionalism at both levels. External added value was defined in relation to other funding channels: what do TMF organizations do differently and/or better than bilateral agencies, or CFAs? Furthermore, the study also looked at the added value for the Ministry itself.

The 'Added Value' study tried to answer those questions by carrying out a large-scale survey among all NGOs that were funded during the 2003 and 2004 rounds (response: n=74, or 60%), and by doing a field-level study in four countries which are important bilateral partners for Dutch development assistance, and important countries for Dutch civilateral development work, both for TMF organizations and for CFAs. The deliberate restriction of the fieldwork to Ghana, Uganda, Nicaragua, and Vietnam, countries with a crowded donor market (with many Dutch and International donor players, see also table 10 in section 1.5) was meant to generate an insight into TMF uniqueness (and hence external added value in the eyes of receiving NGOs) compared to more conventional donor agencies. This approach has the disadvantage that results might be biased to those types of countries. In addition, the four countries are specific in other aspects as well. As can be seen in section 1.4 (table 6) all four are low-income countries, with medium to good governance, and relatively fast growing economies during the last four years, the period when TMF funds started to be disbursed. Many TMF funds were meant to be used to provide support to those types of countries, hence the deliberate choice to concentrate the added value research there. However, in those countries we may expect more conventional development NGOs, and less 'added value' of TMF organizations than in other types of countries. This has been a controversial issue throughout the study, and the TMF Platform resisted this choice from the start of the exercise, as it would give a biased impression of the work of TMF organizations as a whole, and particularly those working beyond the classical development issues.

The added value of the TMF Programme for the Ministry
The introduction of TMF initially created resentment among some thematic departments at MFA mainly because they lost part of their autonomy in deciding which NGOs to support and on the basis of which criteria. Gradually MFA staff began to see a lot of advantages in TMF. These advantages can be categorised under three headings: (1) advantages from a management viewpoint (e.g., breaking former personal 'kingdoms' of MFA staff and more uniform assessment criteria); (2) advantages from a relational viewpoint (e.g., cont(r)acts with new NGOs and creating mutual learning possibilities); and (3) advantages from an organizational viewpoint (e.g., triggering a quality impulse within Dutch and International NGOs). However, one of the major questions relates to the extent to which MFA managed to structure a further dialogue with NGOs supported under TMF. Although such dialogues do exist, in many parts of MFA they seem to be restricted to individual staff[60], and the 'momentum' for mutual learning (triggered by the 2001 Policy Document, and its consultative preparation) was soon lost. The remaining challenges of TMF for the Ministry seem to centre on the Dutch-foreign NGO issue, on the divide between thematic objectives and capacity building objectives, and also on the autonomy question.

The internal added value of the TMF Programme for TMF-funded organizations
TMF funding is particularly valued because of its relatively long term (four years) and (large) size, compared to pre-TMF times when funding was perceived to be more short-term, and more piecemeal. Due to benefits related to the term and size of the funding, TMF organizations have more time for their core activities while, at the same time, it enables the development of a longer-term vision. Core or institutional funding is specifically valued

because of its general flexibility and the fact that it can be used to finance overhead costs. Not only does it provide continuity to TMF-organization's organization and activities, it is also valued because it can be used more easily for investing in organizational development. A large majority of TMF-organizations are positive about the contribution of TMF to elements of internal added value as defined in this study. Overall, TMF funding has thus contributed positively to their professional and expertise development, as well as to their existing programmes and new programmes. However, fewer organizations are positive about the contribution of TMF to policy development in their own organizations and for the sector as a whole, and many TMF organizations have expressed disappointment about the quality of the policy dialogue with MFA, and among themselves. With regard to the contribution of TMF to their partners, TMF organizations are overwhelmingly positive. In contrast to limited policy influence in the Netherlands, here it is felt that TMF contributed significantly to policy development in the countries of partner NGOs. At the same time, many TMF organizations find it quite difficult to explain in more depth how the TMF-funding has affected their partners.

Only a few (15%) of the TMF organizations in the survey for the Added Value study had no relationship at all with the Ministry in The Hague prior to receiving TMF funding, so for the many 'old acquaintances' the relationship as such is not seen as an added value to their donor portfolio[61]. However, the preparations and launching of the TMF programme had raised expectations about a more intensive dialogue. There are huge differences in the way in which TMF organizations perceive and value their relationship with MFA. When asked about the added value for the organization of a TMF programme based policy dialogue, more than 25% of the TMF organizations in the survey do not regard their relationship with the Ministry as being content-based (i.e., characterised by dialogue, consultation). As the relationship with TMF organizations is not institutionalised on the side of MFA, it is strongly dependent on the personal interest and available time of the Ministry's contact person. TMF funding is used as a means of gaining access to MFA. Some TMF organizations are particularly interested in MFA because of its contacts and network. Others see possibilities in the field of lobby & advocacy. Some TMF organizations value their relationship with MFA because of the advice and feedback they get. A number of organizations particularly emphasised MFA's support in improving their monitoring & evaluation system. Organizations that have been awarded with TMF funding find it easier to use that in order to raise funds from other donors. On average, TMF organizations have succeeded in establishing more relationships with other players in the field of international development since receiving TMF funding.

Perceived added value compared to other players in the development sector
TMF organizations perceive and express their (added) value by referring to certain intrinsic organizational qualities as well as by distinguishing themselves from others. In comparing their added value vis-à-vis MFA's bilateral channel, TMF organizations largely return to 'differences' between bilateral and civilateral development cooperation as given in the development literature: supporting civil society, and not state agencies; often critical about governance deficits in state agencies; closer to poor people and their community-based organizations; and with more emphasis on equal partnerships, and on the quality of policy dialogue with their partners, going far beyond a 'funding aid' relationship. Some add that they are better at networking at global levels with a growing global civil society community. In comparison to CFAs, most TMF organizations emphasise their specific thematic orientation as well as the knowledge-sharing nature of their relationships with partners as opposed to what they perceive as the generalist and funding nature of CFAs. While some TMF organizations emphasise and value a division of roles between CFAs and TMF organizations,

others express themselves much more in terms of implicit critique directed at the CFAs. Many regard their 'style' as much more risky and more innovative. Although, unlike CFAs, it was not necessary for TMF organizations to be active in all three major intervention strategies (direct poverty reduction, civil society building, and policy advocacy and lobby), many TMF-funded NGOs are, but with a major emphasis on the last two intervention strategies, while the CFAs, with exception of HIVOS, claim that the majority of their funds are used for the first intervention strategy, as became also evident in the major CFA evaluation studies of 1991 and 2002. The Added Value study did not confirm this by doing its own independent research about current CFA policy.

Added value as perceived in the field

Four countries were selected for this study (Uganda, Ghana, Nicaragua and Vietnam), based on an analysis of Dutch bilateral, CFA and TMF presence, which should all be considerable enough to enable a comparison. As a result the study focused on clear Dutch 'donor darlings' (see sections 1.4 and 4.2). In these four countries 31 TMF-funded organizations are active, and 70 of their local partners have been included in the study. Civil society in these four countries has different histories and different appearances. Its expansion has been hampered in the past by the rise and fall of dictatorships and upswings and downward trends in democratic processes and openings. In three countries (Nicaragua, Ghana and Uganda), civil society can currently be described as 'alive and kicking'. The numbers of local NGOs and CBOs have grown fast in the last fifteen years. Foreign donor influence on this growth of NGOs has been important. In these three countries, local NGOs are described in general as (still) being small and organizationally rather weak and very dependent on external finance. On the other hand, local NGOs, and not international NGOs, dominate civil society. In these countries the local NGO community appears to be as diverse as the TMF community itself. Vietnam is a counter case, because its state-led development history has left little room for local NGOs to flourish. International NGOs dominate the scene in this country and, although they are working with many local CBOs, they are sometimes seen as an obstacle for the rise of national NGOs. The economic, social, cultural and political history as well as the extent to which a country can be considered to be a 'donor's darling' determines the way the local civil society is structured. As such, any programme that aims to contribute to civil society building should keep in mind that not only poverty is context specific but civil society as well.

With regard to 'internal' added value (the importance of the aid chain itself for the receiving NGO partner) the conclusion is that this is limited in most of the cases, because of the restricted amounts of funds that are transferred to the partner organizations and due to the fact that many TMF organizations seem to prioritise the implementation of project activities higher than the organizational development of their partners. The type of funding disbursed to partners appeared to have major consequences for allowing or preventing organizational development of the Southern NGO. In almost all the cases studied in these fieldwork countries, NGO partners received programme funding (as opposed to core funding), including when the TMF organization itself received core funding from MFA. As programme or activity funding is specifically earmarked for the implementation of project or programme activities, partners often appear to have major difficulties investing time, money and resources in their organizational development (although programme funding does not exclude that). The internal added value for TMF partners in the four countries has been mainly in knowledge sharing on methods and instruments, sometimes on intervention strategies and in network sharing or bringing organizations into regional or international networks. However, knowledge sharing appeared to be better in Vietnam and Nicaragua than in Ghana and Uganda. It must be added here that the TMF Platform opposes the conclusion of the AV study

that programme funding (instead of core or institutional funding) for NGO partners in the South necessarily reduces the possibilities to fund organizational strengthening of these partners. The Steering Committee shares that view.

In terms of 'external' added value the picture is less conclusive. With regard to themes it is clear that many partners of TMF organizations in these four countries work in areas and on themes that are already 'crowded' by (many) other development actors. This makes it difficult to realise an external added value, in comparison to these other donor partners. As such, only partners specialised in a very specific sub-theme stood out as unique in a thematic sense and as filling in a niche or gap left open by the local NGO community. The same could be said about target groups. Naturally, and looking at this from the (I)NGO composition in the countries concerned, there are (significant) differences between the countries in this respect. Again, a small number of TMF organizations or their partners is focusing on a very specific target group (e.g., disabled children, support for the handicapped, or for HIV/AIDS orphans) making them unique and showing a high added value. It is more difficult to assess the external added value with regard to intervention strategies and methods. Many local NGOs welcome the activities of the Dutch TMF-funded partners, and cherish their attitude of knowledge sharing, and equal partnership, but do not see them as very different from other donor agencies supporting them. In section 4.2 we will further look into these issues.

Part 3 Comparative analysis

3.1 The selection of intermediary actors, and the coverage of the TMF Programme

In total, 127 NGOs received 132 TMF subsidies. These were mostly organizations which had already received MFA funding before. However, in terms of managing their portfolio of recipients/partners, the various directorates used the TMF programme differently. For DDE it offered a possibility to drastically renew their recipients. DMV/VG did so as well, but only for their foreign recipients. DMV/MR only renewed slightly. Table 11 shows the different details.

Table 11 Number of TMF subsidies by theme, 2003-06 and 2004-07 rounds combined, Dutch and Foreign NGOs, with and without pre-TMF funding

Theme	Dutch		Foreign	
Pre-TMF funding from MFA	Yes	No	Yes	No
Political development + de-mining DMV/VG	10	-	3 + 3	6 + 1
Human rights DMV/MR	3	2	6	2
Environment and water DMW	9	3	5	8
Social-cultural development DCO	4	3	-	-
Human development DSI/SB	8	8	10	4
Sustainable econ. development DDE	8	8	2	5
Gender DSI/VR	1	2	4	4
Total	43	26	33	30

In terms of TMF subsidy amounts, most directorates had portfolios of big (>€7 m.) and small (<€0.5 m.) recipients, with the exception of DMV/MR (between €0.2 m. and €2.0 m.), and DSI/VR (between €0.1 m. and €2.9 m.). On average, a TMF subsidy was €2.7 m., mostly for a four-year period. It should be added, though, that half of the NGOs were active in more than one thematic domain.

According to the survey results of the AV study, most TMF NGOs were between 10 and 20 years old (60% started during the 1980s or 1990s). One third started before 1970 (one international NGO is almost two hundred years old). Many of the foreign-based NGOs with TMF funding had their headquarters in the UK, the USA, or Switzerland. Few are southern-based organizations, and the fear in CFA circles that opening TMF funding for foreign NGOs would undermine their role as intermediary organizations for their (larger) partners in the South was not warranted. A large minority of all the organizations supported have field offices in more than one country. Others only work through partner NGOs in the South. Five NGOs included in the survey are huge, with thousands of employees and many volunteers. However, on average, the other NGOs in the survey had 70 employees and (employee-like) volunteers. If this can be used as an indication, beyond the five massive NGOs, the other 127 NGOs that are supported by the TMF programme in the first two rounds have close to 10,000 staff. In the Netherlands alone the TMF-funded organizations have a few thousand staff.

For most TMF-funded NGOs TMF funding only covered a minor part of their budget (e.g., with one exception between 4 and 31% in the PB study, less than 10% in the HIV/AIDS study) although there are clear exceptions (e.g., between 46 and 100% in the ED study). Here almost all TMF-funded NGOs differ from the CFAs where MFA funding covers a major part

of their budget. Most NGOs that were studied as case studies have annual budgets of between €2 m. and €10 m., and (estimated) between 20 and 80 staff. In some cases consortia were formed specifically to acquire TMF funding while, in other cases, NGO Federations applied rather than an individual member NGO of these Federations.

If we position the TMF funding against the five DAC dimensions of development (acknowledging the fact that many NGOs combine different dimensions), we may conclude that it gives a broad and rather balanced impression. The protective dimension got most emphasis in the first two TMF rounds. If we combine support to environmental, human rights, and de-mining NGOs a total of 42 subsidies (with €113 m.) were provided, most of them in the environmental domain. This was then followed by attention for the human development dimension, with 30 subsidies (€79 m.). The attention for the economic dimension with 23 subsidies (€61 m.) is comparable with the attention for the political dimension with 19 subsidies (€62 m.). Finally the socio-cultural dimension (if we combine communication, culture and gender NGOs) is somewhat lagging behind (18 subsidies, with €28 m.). As has been concluded before many environmental and gender activities also deal with the economic and political dimension, and part of the political support for peace building also has a protective dimension. Human development aspects attract attention everywhere, at least if we include 'learning' as part of its definition.

In terms of relevance for the Millennium Development Goals TMF-funded organizations have a major relevance for MDG8 (global partnership, and its many sub-goals) and are more active in civil society building and policy influence than in direct poverty alleviation. As regards the other MDGs the TMF-funded organizations are mainly active in health and in environment, and a little on gender, and livelihood improvements (e.g., micro credit, and support to entrepreneurs). Many TMF-funded NGOs play important roles in civil society building with regard to the so-called MDG-plus agenda: governance, conflict prevention and post-conflict reconstruction, and human rights. It must be repeated here that, although they are referred to as 'thematic' NGOs, half of them go beyond the particular theme for which they are funded by the TMF Programme.

If we compare the spread of themes among TMF-funded organizations with the four major priority themes of the Minister's policy paper AEV, which are linked to MDGs 2 (education), 4/5/6 (health with an emphasis on HIV/AIDS and reproductive health), and 7 (environment and water) we can conclude that health-related and environmental themes get a lot of TMF support, but not education.

3.2 The selection of instruments to achieve goals

The findings of the evaluation research reflect an impressive array of instruments used by TMF-funded NGOs themselves or through their partners. Many TMF-funded organizations are not primarily involved in direct poverty alleviation, but in capacity development, and political lobby and advocacy, at global, regional, national and local levels, and many combine activities in the South, or in so-called Transition countries, with activities in their home countries, and on European, and/or global levels of scale. Most activities are knowledge intensive, and go far beyond a (pseudo-) banking relationship. The following instruments or tools can be discerned, and are used across themes:

a) Networking, linking, and forming alliances; the use of websites, and list servers is widespread, and web-based information sharing is an important tool;

b) Lobby, advocacy (including legal action), mobilization of international support, public awareness raising (partly using newsletters, or web alerting);
c) Documentation, fact finding, research, building up (virtual) resource centres;
d) Organizing conferences, workshops, dialogues;
e) Capacity building among partner NGOs (or federations/alliances): management training, human resources development, institutional development advice, technical expertise training, advice on PME, editing, communication, and writing assistance, training in mobilization techniques, and advocacy skills, research and innovation training, curriculum development of training institutes, development of manuals and training tools; most of it through North-South exchanges, others through networking, including South-South linking (see a);
f) Supporting local initiatives of community-based organizations, peace groups, indigenous groups, women groups, and small and medium-scale enterprises (including micro-credit, micro-insurance, marketing support), with grants, technology, training, advice, and more adequate networks.

If we compare the various themes, the focus on civil society building and on lobby and advocacy can be seen to be present in all themes. Direct poverty alleviation is not unimportant, but gets varied attention in the different themes, and with different emphasis on the various aspects of poverty. Economic development NGOs, gender and environmental NGOs focus attention on financial and property (access) aspects, HIV/AIDS NGOs to social and sometimes also economic aspects, Peace building, human rights and environmental NGOs to protective aspects and Communication and peace building NGOs to political and social aspects. Group formation and networking add 'voice' and mobilise political influence by and for the poor and are important in all themes. We will now provide some specific observations based on some of the thematic studies.

For thematic NGOs in the fields of peace building and human rights, lobbying and advocacy are prominent instruments, sometimes primarily "behind the scenes", as is using silent diplomacy. In other cases the organization of dialogues between warring parties, or between opposing cultural or political organizations is a more visible instrument, in which trust building as a 'third party' is important. Some NGOs become directly involved in collecting guns, in reintegrating former warriors into peace time jobs (or in the army or police forces), and in training and counselling activities. Here the 'normal' chain of TMF organizations > local NGOs > CBOs > beneficiaries often does not apply. Some TMF organizations directly work with beneficiaries, with a strong involvement in field activities (PB study). In human rights work, support for prisoners and their families (including financial support) is a specific tool (HR study). Partner NGOs value the moral support and the international solidarity of their Northern counterparts.

The thematic studies in the field of biodiversity and poverty alleviation, economic development and gender increased specific attention for building alliances with some sections of the private sector, and the need to put a lot of training emphasis on business planning, and financial management. Some economic development NGOs give support to vocational training and job mediation. In the communication study the importance of technical expertise training in communication and ICT technology was highlighted.

We may conclude here that, unlike the CFAs, where direct poverty alleviation is still the most important strategy (but through civil society capacity development, and with lobbying and advocacy important as well – see the 2002 Evaluation of the CFAs), TMF organizations put

more emphasis on lobbying and advocacy (also through civil society capacity development, and with direct poverty alleviation being important as well – this evaluation). In TMF organizations there is more emphasis on knowledge exchange, and less on a funding relationship. It is more a gradual, rather than an absolute difference though, and with major internal differentiation in both the TMF and the CFA sectors.

3.3 The choice of partners in developing countries

Based on their survey which covered 60% of all 127 TMF-funded NGOs, the research team of the AV study concluded that an average TMF organization is active in 12 countries, with three to four partners per country. This would mean that in total the TMF organizations funded in the first two rounds supported more than 5,000 partner organizations, with average support of close to €50,000 per partner (to be spent within a four-year period, so roughly between €10,000 and €15,000 per project per year). In the eyes of the AV team this bears the risk of scattering, and possibly of low impact per partner. Of course the actual potential impact of relatively small amounts of money depends on the type of project (for a service delivery goal it will indeed be very low, for a lobby or media project it can be a lot), and on the type of country (with different purchasing power of the same Euro, and different salary and cost levels of NGOs).

The issue of 'scattering' of funds is an old one. In 1991, the evaluation committee studying the impact of the CFAs noted a scattering of recipients and projects (with commitments per project per year of €50,000)[62]. Compared to CFAs then, an average TMF organization now is (still) considerably smaller, with lower numbers of partners per organization, and with roughly a fourth of the subsidies being allocated to an average partner per year. On the other hand, an average TMF organization is generally less dependent on MFA subsidies compared to most CFAs then and now. However, it would be a gross exaggeration to say that in terms of financial turnover, number of employees, and number of partners a current TMF NGO is comparable to a CFA fifteen years ago. With a few exceptions it is not. It also reconfirms the conclusion of the Steering Committee that the relationships between TMF-funded organizations and their partners is not primarily a funding relationship, but a strategic partnership.

In most cases TMF-funded NGOs used existing southern partners to achieve their goals, and through them the goals of the TMF programme. On the other hand, a solid relationship with foreign NGOs can be strategic as well for Southern NGOs, and through mutually reinforcing relationships both can become 'stronger' organizations. There are many examples of this having happened. From a Northern perspective a good partner profile means a combination of older, more established, and often larger NGOs, with new additions which are more experimental and less predictable. From a Southern perspective a combination of various donors, with different backgrounds is to be preferred, as it gives more diverse learning opportunities, and it spreads (financial) risks and reduces dependency. Often relationships start small and gradually grow to become more mature. Contacts have been established in earlier phases because of joint thematic interests (meetings at workshops, or international conferences), or shared identities (belonging to the same religious, cultural or political 'movement'), or shared education (quite a few 'cosmopolitan' leaders of current NGOs in North and South shared university educations in the Netherlands) and in some cases as a result of strategic 'NGO hunting'. However, TMF organizations are not alone in often doing that in sometimes haphazard ways. The results of the CFA evaluations of 1991 and 2002 pointed at the same lack of strategic analysis among northern NGOs to judge the

developments in civil society in country x or theme y, and to position those findings in larger contexts. Studies like the ones done by the AV study in this evaluation (about civil society in four fieldwork countries) are still rare[63]. Almost all researchers conclude that the choice of southern partners seems to be adequate, with very few 'mismatches'. However, it is unclear whether most strategic partners have been selected, and what alternatives exist (or could be built up).

Besides continuing support for known and trusted partners, many TMF organizations have also used a pro-active way of selecting new partners. They do not position themselves as a fund, waiting for Southern NGOs to apply for grants. In some cases the northern TMF organizations build up a strong chain, with intensive relationships, and strong involvement of staff to and fro (e.g., NIZA and Pax Christi), and some start their own branches in southern countries (e.g., One World, IDE, Save the Children). These relationships are often less influenced by financial relationships, but more by solidarity and professional 'brother- or sisterhoods'. The M&E study concluded that the more integrated the chains are the better scope exists for strategic learning.

One proviso should be made, though. Despite the enormous growth of civil society organizations during the last decades (with relatively strong support by Dutch funds) there are many regions where no or hardly any NGOs can be found (yet). There are other countries where NGOs are not at all independent from the state or from local politicians, or where NGOs are money-making machines for clever entrepreneurs. One of the challenges is to develop methodologies to get better informed strategic assessments of civil society institutionalisation; in the South, but in the Netherlands as well. This can best be done as a joint strategic activity by organizations representing the sector (e.g., Partos, or TMF Platform) or specific themes (e.g., South-North Federation). The new IS Academy for civil society studies can also play an important role here.

3.4 Notes on effectiveness of TMF organizations and their partners

All subsidised TMF organizations were supposed to work with, and report on effectiveness, which was defined as "the extent to which the pre-established goals have been achieved". All researchers were also asked to study the extent to which the TMF policy and the TMF grant programme have helped to achieve those goals. The overall goal of the TMF programme is structural poverty reduction through poverty alleviation, civil society building and activities to influence policy.
The effectiveness of poverty alleviation was generally measured by using a definition of poverty which combined the improvement of economic, human, socio-cultural, political, and –in the BD, PB and HR studies- also protective capabilities of the poor, although some researchers had difficulties going beyond an economic approach to poverty (the Communications study, but not the ED study!). In the Gender study gender equity as a goal in itself was given specific attention.
The effectiveness of civil society building was measured by looking at the growth, professionalism, and organizational abilities of NGOs, at various levels of scale, with most attention being paid to learning abilities and the quality of PME systems.
The effectiveness of influencing policy was measured by focusing attention on the formulation of policies and institutional and legal arrangements (e.g., at international level the WTO negotiations; at national level parliamentary laws; at local level formal and informal access and sharing arrangements). But there was also attention for the effectiveness in lobbying for implementation of specific pro-poor laws.

In some cases, researchers added attention for the effectiveness of specific instruments. Many NGOs use networking as an instrument, as part of lobbying and advocacy activities, or as part of learning and information exchange. The human rights study developed measurement tools to measure the frequency and diversity of networking contacts.
As all subsidized NGOs were receiving grants on the basis of a work plan that was supposed to be SMART (specific, measurable, available at acceptable cost, relevant with regard to objectives, and time bound), it should be possible to measure the first outputs of the TMF programme, together with an indication of effects and impacts.

The TMF policy framework explicitly acknowledges that effectiveness and efficiency are difficult to measure and prove in long-term institution building and policy formulation, and these appear to be the core areas of most TMF-funded NGOs, and not so much 'direct poverty reduction'. In 'non-classical' development fields (beyond economic, infrastructural, health and education interventions) this is even more obvious. Measuring the effectiveness of peace building, and of networking to prevent wars, or prevent human right abuses demands indicators that are completely different from those acquired by measuring the effectiveness of, for instance, water provision. Given that a surprising number of TMF-funded NGOs (themselves, or in alliances with others) appear to be active from global to local level, the challenge of measuring effectiveness at all these levels is a demanding task for any evaluator. This aspect deserves more attention in judging the 'SMART-ness' of objectives and the quality of annual reports produced by the sector. The same applies to most of the studies conducted here.

The researchers of the peace building, biodiversity, economic development, gender and partly the HIV/AIDS studies concluded that, in those domains, the TMF-funded organizations were generally very effective, and planned outputs were realised or even surpassed. The researchers of the human rights and communication studies formulated their opinions on effectiveness less conclusively. The PB researchers add that, even in that very difficult domain, where NGOs work in insecure and dangerous situations in which many other development actors do not (dare to) venture, indicators are being used of concrete outcomes of their planned activities. The BD researchers added the observation that successful implementation of the combination of environmental conservation and poverty alleviation goals added 'pride' and self confidence to the many more tangible benefits, although they added a concern that the NGOs in this field tended to underestimate the 'business aspects' of sustainable wealth creation, and recommended better linkages with economic development NGOs and the business community in order to further improve effectiveness in the long run. The ED study commented that the observed effectiveness of NGO activities was often much better than stated in their reports to the Ministry, and recommended that more could be learned from best practices in this sector (e.g., Wemos' reporting as part of the South-North Federation). The researchers in the Gender study commented very favourably about the effectiveness of the NGOs they studied, but added that the effects of small grants (as in the case of Mama Cash) were more impressive the more mature and well established the women's movement already was. The researchers of the HIV/AIDS study were very positive about the overall effectiveness of Alliance, which covered all aspects important for Dutch policy in this difficult field, and they were a bit more hesitant about the effectiveness for the policy as a whole of two NGOs which concentrated on particular aspects.

The measurement of effectiveness can benefit from a well-developed M&E system. If that tool is used systematically as part of continuous learning by NGOs, or groups of NGOs, conscious attempts to improve effectiveness are part of organizational culture. It also

improves SMART criteria formulation for next phases, and very much eases mid-term and ex-post evaluations. That is the major lesson of the cross-cutting M&E study (see 2.8). But we have seen there that, in 50% of all NGOs, M&E systems are not yet well developed (although they feature almost everywhere on the agenda) so one can also say that a systematic culture of effectiveness is missing in half of the cases studied. Moreover, thematic evaluation teams were sometimes critical about what they found on the ground. That does not necessarily mean that NGOs which do not use a more or less sophisticated PME system are ineffective. However, it is more difficult to prove their effectiveness, and too much 'intuitive planning' can result in missed opportunities (also see 3.6). Despite these caveats, the Steering Committee concludes, on the basis of the reports of the researchers for this evaluation, that the TMF-funded organizations are plausibly effective.

3.5 Notes on efficiency of TMF organizations and their partners

The researchers were asked to examine efficiency by looking at the manner in which TMF policy is pursued and whether the use of TMF resources is achieving optimal effectiveness. Can funds be used better or differently to achieve TMF goals? In all the thematic domains, NGOs were selected which implement TMF policy. There were very few mismatches, but sometimes there were difficulties fully positioning the NGO within a particular theme or sub-theme only (e.g., the HIV/AIDS or the ED study). In all cases in which field research was carried out, the selected southern NGOs that were studied fitted quite well with the thematic and overall objectives of the TMF programme.

Donors often judge an organization to be efficient by looking at their ability to report in time, based on more or less sophisticated Monitoring and Evaluation systems, which are in turn based on logical frameworks or other tools. On the financial side they demand proper and honest financial reporting, checked and properly audited by accountants. Donors tend to examine some form of overhead measurement and judge organizations as efficient if their overheads are low. If we look at TMF organizations and their southern partners with these indicators the reporting on contents and finances is generally regarded as adequate. Many thematic researchers are of the opinion that the M&E systems and programming tools are still weak, but improving (partly thanks to TMF; also see section 2.8), and are not adequately connected to reporting. M&E systems are in most instances in place for accountability purposes, and not systematically used as part of an organizational learning culture, although the M&E study reported major improvements.

It is often impossible to evaluate in detail the extent to which TMF financing has been used efficiently, that is whether results have been achieved in the most cost-effective manner. There are many methodological hurdles here, not to mention the fact that insufficient time has passed for results to become visible. The most obvious problem is the fact that really comparable cases of spending funds to reach results are hardly ever available. The dominance of advocacy, lobbying and networking as instruments leads to the formulation of objectives in more qualitative than quantitative terms. It is not so difficult to evaluate physical outputs like bore holes for water provision in terms of efficiency, but it is far more difficult to assess the prevention of a war in those terms. At a lower level of analysis, the efficiency of specific TMF funds is difficult to trace because TMF funds often contribute to either existing and/or long-term activities by NGOs. This is the well known attribution problem in a micro packing. Specific project results which for one or the other reason could be attributed to TMF funding are often supported by a variety of donors and/or partner organizations, and the quantity and quality of these results often depend very much on contextual circumstances, which is the

attribution problem in a macro packing. However, as suggested in the gender study, it may be comparably easier to examine the contributions to specific outcomes.

Nevertheless, some research teams tried to evaluate some aspects of efficiency in terms of cost effectiveness. The BD and other studies noted that northern NGOs generally refrained from involving expensive expatriates in field-level implementation and strongly encouraged local NGOs to employ local (and hence relatively cheap) staff. However, other studies (PB, HR) rightly note that in some cases Northern expatriates seem to play crucial roles as 'third parties', or 'trusted intermediaries'. In situations of tense social conflicts, the 'localisation' of staff and consultants for only financial reasons can be counterproductive. Staff composition (and salary differentiation) in many NGOs is a delicate balancing act. Professionalism comes at a price, and increased donor (and sometimes state or stakeholders) demands with regard to financial audits, and PME systems generally result in an increased salary structure for the organization as a whole, or in major internal salary differences. The Communication study looked at overheads of the NGOs studied and found many deliberate attempts to keep those low (e.g., by partnering, and by concentrating activities and get economies of scale). The HIV/AIDS study concluded that NGOs, which had a coherent policy on the disease tended to be more efficient that NGOs which concentrated on an aspect of it. And the Gender study was worried that TMF-funded NGOs were spreading their grants to women groups too thinly. This poses an efficiency problem in managing the grant funds (too much overhead, or not enough proper monitoring). In general it can be said that the efficiency question can more easily be answered for service delivery NGOs, working in domains with standardised and repetitive outputs with a lot of replication, and hence a possibility for quantitative cost-benefit comparisons (which are useful, and not always carried out where appropriate). Nevertheless, it seems valid to argue that where M&E systems are in place and where accordingly more effort has been spent on formulating explicit operational targets, there is more scope for improving efficiency than when these are not in place.

For NGOs which are attempting to influence institutions, attitudes and policies, it is far more difficult to develop adequate M&E systems. If the relationship between a northern NGO and a southern partner is not primarily a financial one, but a knowledge sharing, and supportive one, the challenge is to 'measure' the transaction costs of these structural contacts, in relationship to the goals that should be achieved according to the funding contract.

As has been said before, this evaluation came too early to assess the efficiency of NGOs supported by TMF funding, as most programmes were only, or not even at the half-way stage. It would be good to plan ahead for an ex-post effectiveness and efficiency measurement after TMF funding, and to do so in the only way which really makes sense: as a comparative, sector-specific and context-specific development audit.

3.6 Notes on relevance, impact, and sustainability of results

Relevance is defined for this research as the extent to which TMF-funded NGOs and their partners play a role in achieving the TMF goals of structural poverty alleviation. All researchers conclude that they do.

If one believes in the importance of widening the development agenda (both in terms of themes, and in terms of breaking through the simple north-south dichotomy) the TMF programme has been very relevant. It enabled the inclusion of domains beyond the classical development themes (peace building, human rights, communication and environment) and

attracted stakeholders that do not think in terms of 'south', but in terms of 'global', and that do not restrict their activities to southern regions only. The TMF programme stimulated NGOs working in those domains to also include poverty alleviation in their objectives (with remarkable effects among environmental NGOs, see BD study, and not yet enough in communications NGOs). It also made more classical development NGOs aware of the importance of conflict prevention and mitigation, and allowed them to cross boundaries in forming hitherto unknown alliances (including those with the private commercial sector). However, more linking still needs to be done.

Researchers state that the relevance of TMF-funded interventions can be made more visible by reporting on their outputs, effects and impact in connection with intervention strategies by other actors, and by being more explicit about scenarios, options, and choices made (e.g., PB study). Some studies emphasise the importance of local cultural traditions for enhancing the relevance of interventions (e.g., the HR study highlights the importance of indigenous preferences to define, and deal with human rights; the BD study points at indigenous rules of natural resources management). NGOs which focus on local institutional change are sometimes regarded as being slightly naïve in their expectations for doing so, particularly if it goes against deep-rooted cultural practices (e.g., BD study).

Sustainability is regarded as the extent to which TMF activities have firm foundations, and the extent to which the activities promoted by TMF funding can be continued by NGOs and target communities if TMF funding were to stop. There is, however, a fundamental problem relating to the length of the time horizon. The TMF channel (as well as its follower, the MFS) has been promoted as a "long-term" partnership. However, a grant period of a maximum of four years (in the TMF programme, and now again in the MFS programme) is too short to ensure sustainable capacity development, and sustainable project interventions. The availability of funds is not sufficiently predictable to allow NGOs to build up some essential skills within their own structures. The continuous attempts to get short-term (four-year) funds without ever knowing what the long-term outlook will be, undermines the impact and sustainability for an intervention programme like TMF (and MFS). In some fields this is even more obvious. Programmes aimed at both biodiversity conservation and poverty alleviation need decades to prove their 'impact', and ideas to the contrary (e.g., expecting "some impact results" only two years after the start of interventions) are short-sighted. In human rights and peace building, NGOs are generally struggling with the interpretation of their impacts in terms of sustainability, and real sustainability of impacts usually depends a lot on policy coherence. Moreover, TMF-funded NGOs are only a small element in a much wider and often contradictory policy framework.

If we dare to talk in these longer terms, the sustainability of many TMF-funded interventions depends on a continued 'structure of care and maintenance', by a combination of state and non-state actors. The peace building researchers suggest that it would be worthwhile examining PB activities in the context of the range of PB activities and within a broader PB strategy for the area concerned. Integration with other development interventions which address the root causes of conflicts may strengthen the sustainability of its current interventions (PB study), but much depends on the global willingness to curb violent conflicts before they become destructive, and to punish war lords, human rights abusers, and 'kleptocrats'. Better global institutions to deal with forms of socially irresponsible business might help as well.

The sustainability of economic development interventions at community levels very much depends on the inclusion of business attitudes, and linkages with small and medium enterprises, and with clusters of economic learning (ED, BD, and Gender studies).

Some studies examine sustainability from an organizational viewpoint, and see dangers of 'donor shift' and lack of donor reliability as reasons to doubt sustainability. The sudden removal of the possibility of acquiring Dutch subsidies for many foreign TMF organizations has potentially damaging effects (HR study, Gender study), although Dutch funding was for hardly any of them the dominant basis for their existence as an NGO. A somehow cynical but worthwhile move would be to carry out an ex-post study of TMF-funded foreign NGOs that are not going to receive SALIN funding, and find out how they and their southern partners 'survive' the sudden and unexpected loss of Dutch funds. Another organizational risk was mentioned by some studies and is related to the 'cosmopolitan character' of many NGO elites. This bears a risk of brain drain and the sudden 'decapitation' of NGOs. If researchers were to increase their attention for civil society history writing, specific attention should be given to leadership formation and changes, and to its effects on the NGO's performance.

Other studies examine sustainability from a political perspective: if NGOs are in line with accepted government policy (e.g., on HIV/AIDS) it is easier to predict better sustainability (as long as the government's view is maintained…) than when NGOs contest current government positions, and even more so when the NGOs contest culturally rooted institutional practices and attitudes, particularly if those are defended as identity markers by a (ruling) majority. If donors decide to support those types of NGOs, long-term commitment is called for, and an acceptance of slow, and possibly meagre results.

3.7 Gender mainstreaming?

Before the period of the TMF Programme, MFA had a major Women's Fund (with an annual budget of €20 m.), under the responsibility of DSI/VR. Following the decentralisation of part of the selection and implementation activities to the level of Embassies in partner countries, funding women's organizations in developing countries became the responsibility of Embassy staff. DSI/VR concentrated on mainstreaming gender equality in the Ministry as a whole, on lobbying activities to promote gender quality at the level of global, and international organizations, and on supporting Embassies. For DSI/VR the TMF programme is their last direct link to mainly international NGOs and a few Dutch ones involved in the same policy field, although at a much more modest financial scale (€2-3 m. per year). A summary of the evaluation study to look at this specific Gender support in the TMF programme is given in section 2.7.

Reading the findings of the Gender research team and comparing those with the results of the other studies makes one wonder if the deliberate choice for decentralising specific gender attention to the level of Embassies, and on the other hand 'mainstreaming' gender at headquarters does not harm the attention for women-centred poverty alleviation, which has become one of the strong points of Dutch development assistance over the years. The Gender study highlights the relevance of international lobbying, linking, and learning by gender NGOs, and their linkages with many other themes relevant for international development goals. Another recent evaluation of a programme funded by DSI/VR (and part of the TMF programme) did the same (Rogow, 2004) and showed that the International Women's Health Coalition programme in Nigeria "cultivated a cadre of leaders at the national and international levels, and …achieved…strategic introduction of colleagues to the global stage" (p. 27). It is

unlikely that Embassies will fund the international parts of what the TMF programme did, and particularly what the Women's Fund did before. An evaluation of the impact of the shift to the level of Embassies for specific attention to women's organizations and to gender issues is beyond the scope of this study (but would be useful). However, we can formulate some conclusions about the practices of 'mainstreaming gender' in TMF-funded NGOs beyond the Gender-theme, based on findings of the other evaluation studies.

The picture is very diverse. In some themes gender consciousness is well grounded, both at the level of attention or policies for the gender composition of work force, and decision making capacity in NGOs, and at the level of targeting interventions in gender-specific ways (PB study; in practice, but not so much at the policy level also in the ED study). In other themes an organizational analysis reveals gender balance, but in the policies gender is generally not mainstreamed at all in the policies (BD study; with rather shocking gender blindness in big NGOs like the WWF, IUCN, and Friends of the Earth). The communications study commented that gender is not a major issue. Not only is the work force and management in these more technical domains very much male dominated, but often gender issues (and gender-specific M&E attention) are not seen as very important.

In their (large) survey, the M&E cross-thematic study explicitly examined practices of gender mainstreaming in all TMF organizations. Only in 36% of all TMF-funded NGOs was gender treated in reports in a systematic way (although the researchers add that the required reporting formats do not adequately integrate a clear gender perspective). International NGOs have a better gender mainstreaming performance than Dutch ones. In 57% versus 46%, gender issues were partially or fully integrated in PME systems. In 14% versus 27%, gender mainstreaming in these systems was limited, without any improvement scenario. The researchers note that there is a stronger integration of gender issues in the design phase (to please the donor?) than in the collection, processing, and reporting of gender disaggregated data. The overall picture is rather worrying, and in some domains downright deplorable. If TMF Organizations (BD, Com) are gender blind, how can one expect them to be innovative and at the frontier? The need for gender mainstreaming appears still necessary as much as women empowerment, and hence there is need for separate gender attention (focusing on 'weak spots', like the ones indicated in this evaluation).

Part 4 Required: better chain and sector management

4.1 'Development' and 'International Development': thematic focus and synergy

The added value of a theme-based programme for MFA has been that all relevant policy themes can be covered by selecting expert NGOs on those themes from all over the world. Indeed, the thematic coverage is very wide. Although many organizations deal with what can be called 'mainstream themes', the TMF programme as a whole clearly goes beyond the 'traditional development' topics (like education, health care, gender equality, and sustainable economic development), and includes peace and security, human rights, communication, and environmental issues. The TMF programme is proof of the shift from 'development' to 'international development', which may seem a semantic difference but in practice is a major change of width and attitude. In line with changes in MFA policy, we indeed have the impression that the TMF programme particularly allowed for more emphasis on peace and security, and for putting more emphasis on linking economic development with governance issues of globalization.

TMF NGOs are supposed to be 'thematic specialists', in line with one of the side-effects of the move from holistic regional development programmes, the MFA (DGIS) highlights of the 1980s, to thematic (national) sector programmes which are more in line with the development thinking of the 1990s (sector-wide approaches). However, according to the Added Value study, nearly half of the selected TMF organizations are active in more than one thematic domain (with TMF funds) warranting the question about the extent to which these "thematic" organizations indeed have one specific thematic field of expertise. Some thematic studies convincingly show that activities in one thematic domain have many effects in other themes (e.g. the Gender study; an organization like Mama Cash combines a gender approach, and economic development approaches with themes like HIV/AIDS, Peace and security, and Human rights). In that sense the 'difference' between TMF 'thematic' NGOs and 'holistic' or multi-sector CFAs is, in practise, not that straightforward (any more). On the one hand, many TMF NGOs are in fact dealing with a variety of themes, and often have a rather holistic development philosophy (even if they ask for specific thematic funds from TMF[64]). On the other hand, CFAs are currently also presenting themselves as focussing on a limited number of core themes. Another 'difference' (CFAs are big, and TMF NGOs are small) is also rather questionable: some TMF-funded organizations are part of huge international NGO networks (e.g. the Red Cross, or IUCN), and the largest single TMF NGOs (e.g. Woord en Daad) can be compared with small CFAs, like HIVOS, or Terre des Hommes. We will come back to this issue of 'difference' later (4.2).

One of the main problems of the sector-wide approach, as implemented by, for example, Dutch development policy in the 1990s, is that in practice it had to fit the administrative organization of recipient governments. The gain of policy coherence and donor alignment per sector often came at a price, namely a lack of overall policy coherence. PRSPs (Poverty Reduction Strategy Papers) were intended to present a holistic analysis of poverty in a particular country (or region), but often could not overcome the sector imbalances, and lack of on-the-ground co-ordination of development policies because of administrative divisions, and power imbalances between ministries. The growing support for Millennium Development Goals (internationally and in Dutch development practices) also tends to favour improved service delivery (education, health care, water provision) rather than solving more 'structural' development problems (employment, marginality with regard to physical infrastructure, lacking access to markets, brain drain, governance deficits). NGOs do not have to fit in with

the government bureaucratic structure and can, and do, more easily straddle sector (and administrative) boundaries. For overall coherence of structural poverty reduction policies, NGOs can perform important functions to counterbalance one-sided sector priorities and to support attempts to acquire more development synergy. However, donor agencies like the Netherlands Ministry of Foreign Affairs should then acknowledge these cross-sector, or even holistic, approaches to the development of NGOs they support, and refrain from coercing them to present themselves as mono-sector organizations, and certainly not as mono-sector organizations which should only fit the preferred sector choices of the donor.

4.2 Added value in a wider perspective: Civilateral development assistance in its global and Dutch context

The fieldwork of the Added Value study carried out as part of this evaluation (see 2.9) deliberately restricted itself to Dutch 'donor darlings'. These are countries which have a bilateral relationship with the Netherlands Ministry of Foreign Affairs, and receive a lot of Dutch NGO support both from TMF organizations and from CFAs. Even though most TMF money is probably spent in MFA partner countries where CFAs are also relatively active, results for these countries are not necessarily representative of the TMF organizations as a whole, as the added value of TMF NGOs is more readily demonstrated in countries where fewer donors are present. It is acknowledged that too much emphasis on the Dutch donor darlings might generate a one-sided image of Dutch civilateral aid via the TMF programme. In this section we look beyond the findings of the AV study, and add observations of the other studies. However, to do this properly it is important to position the TMF support and the fieldwork findings of the evaluation studies in a wider perspective as well. We will also add an element of added value that, as yet, did not receive much attention, namely the institutionalisation of the sector. Finally we will return to the perceived added value of TMF organizations and confront those with opinions of Dutch CFAs.

<u>Specific remarks about added value from the thematic studies:</u>
The TMF programme certainly resulted in a more widespread and more systematic involvement of NGOs that were working on a wide array of themes, in the development endeavours of the Netherlands Ministry of Foreign Affairs and in the further integration of peace building, human rights, communication, and environmental NGOs into a more general development agenda. This had already been done successfully with health and gender NGOs. It also maintained the linkages with micro-finance and small business support NGOs, and experimented with the inclusion of new, promising partners in this field as well. In many of these 'new' fields TMF organizations seem to have a comparative advantage over other actors in the development industry (PB, HR, BD studies).

Peace building and human rights organizations, and also 'green' TMF-funded NGOs (BD study), often emphasize the enhancement of so-called protective capabilities and 'voice' vis-à-vis external shocks which are a result of natural disasters, economic crisis, and violent conflicts. In many development agencies these protective capabilities are not yet properly represented among their poverty alleviation goals, and not very well developed in their policy theories. By bringing together the enhancement of economic, human, socio-cultural, and political capabilities with the enhancement of protective capabilities, the TMF programme has covered areas which were hitherto largely unconnected.

In the BD study it was concluded that the TMF-funded organizations are part of international research and development networks which help disseminate lessons learnt. They are well-

placed in this difficult terrain of pro-active lobbying and innovative approaches to combine two policy fields which have hitherto been largely unconnected ('environmental conservation' on the one hand and 'poverty alleviation' on the other). The TMF subsidy greatly encouraged NGOs which had originally had an environmental agenda, to consolidate and include development objectives, although the BD study also concluded that, in general, more work should be done by these NGOs to stimulate more inclusive local governance institutions, particularly in communities with a complex social fabric. The rapid growth of an eco-tourism industry all over the world increases the chances of successfully combining environmental, poverty alleviation and good governance objectives.

In the HIV/AIDS study it was stated that the HIV/AIDS pandemic is of such magnitude that huge funds are needed, far beyond the financial abilities of NGOs of the size that was studied in this evaluation. TMF-supported NGOs do make a difference, though, because of their emphasis on the community level, and on articulating local demands 'upwards' (although some do this more successfully than others). Their approach to integrating care for and the empowerment of HIV/AIDS victims and their families and to treat infected and affected people as 'enabled people' is an important addition to approaches which often see them as vulnerable victims only, and as people dependent on a system of care which often dis-empowers them. The strong points of TMF-funded NGOs are not in the first place service delivery, but mobilization of a change of attitude. TMF-funded NGOs (and particularly Alliance) are succeeding in widening attention for the disease from a health perspective to a development perspective, are embedding HIV/AIDS in broader political, socio-economic, and cultural contexts, and are also pioneering 'silent' issues like observance of anti-retro-viral treatment through community mobilization, and homosexuality. International networking and lobbying strengthens this approach. TMF-funded organizations successfully advocated policy (and attitude) change among other actors and this is a major achievement. It is disappointing, though, that there is so little evidence of synergy between bilateral and CFA HIV/Aids programmes, even in countries like South Africa.

Compared to CFAs (with the exception of Plan International) many TMF-funded organizations are themselves operational agencies in developing countries, often closely connected with local partners. Partly for this reason, the researchers involved in the ED study suggested that, in economic development, TMF organizations have been proven to be in a good position to support newly emerging/embryonic local partners, and they can gradually prepare them for larger donor support, and for the more bureaucratic requirements related to setting up the necessary PME systems. Support connections between the Dutch small and medium enterprise sector and their pioneering counterparts in developing countries, as stimulated by for instance Woord en Daad, and by micro credit and micro insurance networks stimulated by NGOs, are important and successful and should be given more MFA emphasis[65]. TMF-funded organizations are managing to use support chains to connect farmers and other small entrepreneurs with global markets, where other agencies have failed to do so (or are not interested in doing so). However, the ED researchers found few examples of south-south networking between NGOs dealing with small and medium enterprises[66], and there is scope for improvement here and for linkages with NGOs dealing with global economic reform. On the other hand, they were impressed by the successes of the South-North Federation as regards influencing policy positions of government delegations for WTO negotiations (e.g., the Kenyan and the Dutch delegation), and as regards linking those policy positions. Therefore, these linkages are being made in the global arena and have important effects (although there is an obvious attribution problem here, as official government positions are, of course, influenced by all kinds of actors, lobbyists, and counter-lobbyists).

It is interesting to note that the funding of micro-level provision of credit, through small-scale local community-based organizations was seen as a potentially important niche for TMF-funded NGOs by the ED study (to prepare them for larger-scale funding requests later, and with other types of funding agencies including CFAs), but was stated to be a problem by the authors of the Gender thematic study. An organization such as Mama Cash is so unique (seen by local partners as "refreshingly different", according to the Gender study, "creating an experimental space for innovative work") that the women's organizations they support seem to have major difficulties ever acquiring funding for scaled-up activities from other donors. Mama Cash refuses to see itself as a funding agency, but instead as an active member of a global movement for gender equity, trying out innovative, but often risky, strategies aimed to empower women everywhere.

The observation in the Gender-study can be replicated elsewhere as well. Many TMF-funded NGOs do not primarily see themselves as 'pseudo banks', but as innovation catalysts that maintain knowledge-intensive relationships with colleagues in global networks. Many resist the tendency to be judged as service-delivery organizations, and want to be judged as brokers, or intermediaries in international support networks. One can maybe say that they are more 'mission driven' within particular domains than other actors.

Another type of added value

The consultation process that led to the establishment of the TMF programme resulted in the institutionalisation of hitherto informal and partial contacts between various (Dutch) NGOs. After preparations in 2001 and 2002, the 'TMF Platform' was established in 2003 with a Steering Committee of initially four, and later six, members[67]. Currently the TMF Platform represents 47 Dutch NGOs. It has never been the intention to include foreign members, but some of its members are global organizations with Dutch offices. CFAs were also excluded. The TMF Platform played an important role during this evaluation study, and also succeeded in becoming a 'sparring partner' with the Netherlands Ministry of Foreign Affairs. However, it will (probably) be dissolved afterwards and become a chamber of Partos[68]. Following an initiative by one of the directors of a CFA, a broader group of organizations, including five of the six CFAs, decided to organise the 'development sector' in the Netherlands into a branch organization[69]. Partos started in 2004[70], and currently has 78 members. Table 12 shows the institutional positioning of the relevant Dutch NGOs (Appendix 1 lists them by name, and also includes the foreign NGOs which received TMF funding). It is obvious from this summary that the launching of the TMF channel resulted in the institutionalisation of the formerly scattered NGO community in the Netherlands which dealt with (aspects of) international development issues, but that it is not yet fully inclusive. Consultations between the Ministry and (potential) TMF organizations seem to have been restricted mainly to those organizations that are part of the TMF Platform (and of Partos). It is understandable that doubts have arisen inside and beyond the Ministry about the extent to which the TMF Platform indeed represents all TMF organizations in the Netherlands. However, we can now conclude that in 2002-2003 there simply was no alternative (and Platform cannot at all be blamed for not including all relevant organizations). We should also conclude that Partos' current coverage - although a bit wider - is not complete either. More emphasis is needed to stimulate Partos' representation as 'voice' of the sector, and to make it more inclusive (it tends to be dominated by the more classical development agencies, e.g., with only few environmental NGOs). We regard it as a very positive development that the non-governmental sector in the Netherlands (at last) is organizing itself better, not only for lobbying purposes, but also for self regulation and quality enhancement. However, more

should be done by Partos to reap the benefits of this self organization, and attempts should be made to become more inclusive.

The following section might go beyond the objectives of this evaluation but is included to stimulate a debate within the sector about its self organization. That is also the main reason to organize Appendix 1 the way we did.

If we look at tables 12 and 13 we can conclude that almost all organizations which are part of the TMF Platform succeeded in acquiring TMF funding (91%). Eligible members of Partos were less successful (67%), although they had more success during the last two TMF rounds.

Table 12 Institutional positioning of Dutch NGOs dealing with aspects of international development issues

TMF funding rounds	Members of TMF Platform and Partos	Members of TMF Platform only	Members of Partos only	Not organised by TMF Platform and/or Partos	Total
2003 + 2004	18	13	4	28	63
2005 + 2006	12 (+2)*	0 (+2)*	13 (+1)*	26 (+4)*	51 (+9)*
With subsidy	30	13	17	54	114
No subsidy	3	1	20+8**	31***	55+8
Total	33	14	45	85	177

* between brackets - NGOs which also received TMF subsidies in the 2003 and/or 2004 rounds

** out of the current 78 members of Partos, eight were not eligible for TMF funding; MFA has other funding channels for those Organizations

*** NGOs with an office in the Netherlands that received pre TMF subsidies from MFA

(In addition, 63 foreign-based NGOs received TMF subsidies in the 2003 and 2004 rounds, and 36 additional ones in the 2005 and 2006 rounds. None of them were organised by TMF Platform and/or Partos)

Table 13 TMF funding (finances in millions of Euros) according to institutional positioning

TMF funding rounds	Members of TMF Platform and Partos	Members of TMF Platform only	Members of Partos only	Not organised by TMF Platform and/or Partos	Total
2003 + 2004	87.5	71.6	11.5	41.8	212.4
Per NGO	4.9	45.5	2.9	1.5	3.5
2005 + 2006	80.3	5.2	72.3	85.2	243.0
Per NGO	5.7	2.6	5.2	2.8	4.1
Total	167.8	76.8	83.8	127.0	455.4
Per NGO with subs.	5.6	5.9	4.9	2.4	4.0

(In addition the 63 foreign-based NGOs that received TMF funding during the first two rounds received €144.9 m., while the 36 that received TMF funding during the last two rounds received €68.9 m.; with averages per NGO of €2.3 m. and €1.9 m. respectively).

Current members of the TMF Platform received 75% of all funds for Dutch NGOs during the first two rounds, and 35% during the last two rounds. Current members of Partos received

50% and 63% respectively, which can be seen as an indication that the TMF Platform was (seen as) an adequate networking organization during 2002-2004, while Partos gradually took over from 2004 onwards (as intended). A considerable number of Dutch NGOs which had received MFA subsidies prior to the TMF programme did not receive TMF funding (55). Most of them were not members of TMF Platform and/or Partos. However, with the exception of only one case, this was not because they applied for funding and were rejected. In fact, they simply never applied. Members of TMF Platform and/or Partos also received higher amounts of subsidies than non-members, but that was not because of their membership, but because it seems that organizations that receive smaller TMF subsidies did not bother to become part of either of these organizations. Averages of foreign-based NGOs were even lower, though. And many more foreign-based NGOs which had received MFA funding prior to the TMF programme never received TMF funds. In 16 cases this was because their applications were rejected, and in 142 cases it was because they never applied. The launching of the TMF programme resulted in a 'thinning down' of the large numbers of foreign organizations that had previously applied, but it did not result so much in a reduction in the large number of Dutch organizations. In fact it also opened up new funding possibilities for organizations that had hitherto had no linkages with MFA, that is about the same numbers of Dutch and foreign-based NGOs. The TMF programme in particular gave new access to MFA funding for peace building organizations. Table 14 shows that, of the 202 foreign-based organizations that received pre-TMF MFA subsidies, only 44 remained (22%), and there were 54 new ones. Of the 89 Dutch organizations that received pre-TMF subsidies, 58 remained (65%), and there were 56 new ones.

Table 14 Pre-TMF funding and TMF funding compared (total TMF period, four rounds) (for details see Appendix 1)

Institutional alliances	NGOs with Pre-TMF and TMF funding	NGOs with TMF funding but not yet pre-TMF	NGOs with Pre-TMF funding but not TMF	Total
Platform + Partos	22	8	1	31
Only Platform	9	5	0	14
Only Partos	7	10	(1)	18
Non members	21	33	29	83
Foreign-based	44	54	158	255
Total	103	110	189	402

Perceived added value and opinions among CFAs

If all the evaluation studies are combined it is often claimed that TMF organizations see themselves as 'different' and then certainly different from bilateral and multilateral development agencies and their focus on state agencies as recipients of donor funds, and also certainly different from the private commercial or corporate sector (with some exceptions in the small business and micro-credit domain). However, they also regard themselves as different from the Dutch co-financing agencies (CFAs) Oxfam-NOVIB, ICCO, Cordaid, HIVOS, Plan International and Terre des Hommes. The differences with CFAs are not so much perceived as a difference in scale, although many TMF-funded NGOs are indeed much smaller financially and as regards number of employees compared to, for instance, ICCO. The differences are basically seen as differences in type of relationship. TMF-funded NGOs do not see themselves primarily as a funding agency, but as a knowledge-sharing and networking partner, with an intensive professional dialogue on often specialised fields, and as an agency

that favours innovative (risk-taking) approaches, with a lot of flexibility and a high capability to adapt to changing demands and circumstances. Many position themselves outside the 'development industry' (e.g. peace building, communication), and many regard the 'north-south' division (or even the concept of 'development') as outdated and not suitable for the current era of globalization. There is quite a tendency among the Dutch TMF NGOs to see the CFAs as rather conservative, middle-of-the-road, vested interests organizations (a 'closed development industry') and themselves as more vital, more innovative, more 'contents-driven', and more 'topical' (although a lot of these NGOs combine various topics).

We asked the directors of the six CFAs whether they recognise these perceived differences. Ron van Huizen, director of Terre des Hommes (the smallest CFA), regards the question as irrelevant, and so remarkable (in Dutch: "merkwaardig") that he does not want to answer. Paul Lem, director of Plan regards the sector as too diverse, and his knowledge of the sector's approach and results as too fragmented to give adequate and reliable answers. Manuela Monteiro, director of Hivos, says that, like other CFAs, Hivos has developed many fruitful relationships with TMF-funded NGOs, but that that does not give enough evidence to confirm or deny the 'self images'. René Grotenhuis, director of Cordaid regards it as a rather impertinent question, and answers would be too subjective without tools for objective comparison. He puts a lot of emphasis on complementary relationships of larger and more diverse organizations, and smaller, more theme-specific organizations and points at major investments during the last few years among the CFAs with regard to research and innovation. He adds that scale matters in abilities to do so. Sylvia Borren (Oxfam Novib) states that there is a lot of cooperation with some, and not with other TMF organizations and that it is quite impossible for her to generalize. Some TMF-organizations are long-time appreciated and innovative partners such as Both Ends, Mama Cash and Pax Christi (within the United Civilians for Peace coalition). Others do similar work to Oxfam Novib but on a smaller, or more specific geographic scale; some have specific target groups of specific (religious) affiliations. Oxfam Novib has a strong focus on partners in the south and on cooperating with the Oxfam group, and does not think Dutch-specific cooperation is always the most relevant. She does not at all recognize Oxfam Novib as not being innovative or strategic or global in its activities. Jack van Ham, director of ICCO does see advantages of TMF-type organizations, in comparison with a larger CFA. TMF organizations often concentrate on one theme, for which they are a specialist, and often on one type of target group, which gives a stronger relationship, and faster visibility of results. In addition many TMF NGOs in the Netherlands can rely on strong loyalty from a specific 'backing or support group' (in Dutch: "achterban"). However, for ICCO quite a number of TMF-characteristics currently apply as well. ICCO has also restricted itself to a few (three) themes, and goes far beyond mere funding. Contents and lobbying have become crucial as well, and there are intensive knowledge-sharing contacts with partners. ICCO has adopted a chain approach, in which it is not the intention to have direct contact with community-based organizations, but to maintain those contacts through intermediary NGOs, or through networks of NGOs. Partner NGOs have become very diverse (from church-based groups, to labour unions, farmer's associations, women's groups, and legal (lobby) associations), and innovation is seen as a core value. The scale may indeed hamper flexibility, but it does enable commitment to long-term change in diverse, but connected sectors, and at various levels of scale.

This self reflection can be affirmed by conclusions of the second Impact Evaluation of CFAs of 2002, which concludes that only recently did the CFAs become more geared to theme specific goals, and formulate sharper (and more diverse) mission statements. Again, bringing together CFAs and TMF organizations in one framework is a 'logical' step, maybe towards

one programme for support to and through civil society, which would also include actors like PSO, SNV, NCDO, FNV, CNV, and the Linkis programme.

4.3 TMF Organizations and a sustainable IS climate in the Netherlands

The political climate with regard to development cooperation during the last decade was not always favourable. Parliament, the media, and 'the Dutch public' demand more proof of impact, and there is less tolerance of the sector's shortcomings. The political need to widen the scope for participation in development activities (through small-scale projects, facilitated by Linkis, through municipal development projects, through support for private sector initiatives and the like) can also be seen as one of the reasons for having started the TMF programme, and for having extended it to the MFS arrangement. The Parliamentary decision to restrict MFS to NGOs with an office in the Netherlands was partly based on the argument that the legitimacy and popular support (in Dutch: "draagvlak") for the sector had to be strengthened. The decision only to support MFS organizations which could prove that they can at least fund 25% of their planned expenditure by other means is based on the same argument as well.

Indeed, the organizations which are active in the various themes in the TMF programme represent a very broad spectrum, and a very diverse backing ("anchor") in the Netherlands and abroad. Some NGOs clearly have their roots in the political contestation of the 1970s (e.g., the Medisch Comité Nederland Vietnam). Others have an allegiance with evangelical Christians (e.g., Woord en Daad), or among Hindus (e.g., SEVA). Not one has a Muslim allegiance as yet. Some are rooted in professional organizations (e.g., the International Confederation of Midwives), others in broad-based popular organizations (e.g., the World Wide Fund for Nature Conservation). Some try to change consumer behaviour in the Netherlands (e.g.; Max Havelaar), others focus on humanitarian themes elsewhere (e.g.; the Coalition to Stop the Use of Child Soldiers). When asked about their promotion activities to increase public support for international (development) cooperation in the Netherlands, almost all Dutch-based NGOs confirmed that they carry out such activities. The same claim was also made by 50% of the non-Dutch-based organizations. When the foreign NGOs were asked about the instruments for doing so, participation in public debates was referred to as the most frequent instrument, followed by liaising with Dutch organizations. Hardly any of these non-Dutch organizations reported the use of Dutch volunteers or the receipt of part of their funds from the Dutch public (both threshold criteria for receiving MFS support under the new arrangements) (AV study).

Widening the scope of popular participation in development cooperation (and 'global citizenship') also means accepting a wider array of political and cultural identities, and a liberal attitude to dissenting voices. Although ultimately the Minister is responsible for all government funds spent by MFA, and Parliament for critically assessing development-related expenditure by government-funded NGOs, neither the Minister nor MFA should aim to muzzle (or 'streamline', or 'discipline') the sector. Such an approach will not work and is counter-productive as it increases popular support for development co-operation. The goal should be more and better tools to measure and report impact, more information exchange, more debate, and a better learning capability in the sector as a whole.

4.4 Policy dialogue in the Netherlands: the role of the Ministry of Foreign Affairs

DSI/MY acted as the instigator and manager of the TMF programme. However, it had to rely on all other thematic directorates for the selection, and further policy guidance of the TMF Programme. Most directorates had difficulties accepting the new arrangements, and again were not amused by some of the characteristics of the newly established MFS. The Minister's intention to break through institutional barriers (in Dutch: "ontschotten"), and reach a more open playing field was not easy to put into practice because of the existence of parallel structures within MFA itself. The intention to create more and better policy dialogue with civil society was endangered by what some NGO representatives regard as "an ever more spasmodic (in Dutch: 'verkrampte') attitude" within MFA towards focusing on financial audits, and on bureaucratic procedures[71], and a defensive attitude towards criticism (partly related to a period of rather vicious attacks from certain Parliamentarians and certain sections of the media on the 'development industry'). Some directorates (e.g. DSI/VR) even report that the TMF rules themselves did not permit a good policy dialogue during the phase of subsidy applications, and undermined the existing network of relationships (Gender study). Many civil society organizations complained about the emphasis on upward accountability, without any increase in downward accountability (e.g., see the ED and HIV/AIDS studies). There are also worries about the diminishing 'development knowledge' among MFA personnel, about the lack of field experience, particularly among the recent recruits of the Ministry of Foreign Affairs, and about too much staff rotation between MFA departments[72].

Tt was difficult to acquire accurate data for the evaluation research, but also for DSI/MY and for the TMF-Platform, and Berenschot, CIDIN (for AV), and MDF/IAC (for the M&E study) expended far too much energy and time on acquiring the baseline data needed for this study[73]. The many changes in people responsible for parts of the programme, and for its management as a whole, and the lack of 'institutionalised memory' make it very difficult to reconstruct the programme's history. This has also created tensions with individual TMF-funded NGOs, both in terms of MFA-TMF client management, and in terms of support, and legitimacy for this evaluation study. Many TMF-funded organizations, and the TMF-Platform, regarded the timing of the evaluation research as problematic because its results would not be ready before the new MFS framework was designed and barely ready before the NGOs had to submit their subsidy requests (22 April 2006), while, on the other hand, it was regarded as too early to carry out a proper effect and impact study.

The TMF programme was conceived by way of an intensive multi-stakeholder process, and was based on a policy document that was perceived as a promising start to intensified policy dialogue. In many thematic studies it was reported that the researchers and the NGO community appeared to be rather disappointed about the actual practices. E.g. the BD study concluded: "The TM-funded organisations are contractually held to write annual reports to MFA and do their best in trying to provide useful information on the developments in the field. Responses, however, appear to be scarce … For some organisations the contact person in DMW has changed so often, that no dialogue has come about. In all, there is little policy dialogue between TMF organisations and MFA due to reasons attributable to both parties. This is especially remarkable as the TMF programme highlights policy debate as one of its constitutive elements". The study recommends strengthening bi-directional communication between the organisations and MFA/DGIS by "reinforcing the development and conservation policy dialogue e.g., through specially organised events with all environmental TMF organisations together". They add that much more use could be made of monitoring reports. The PB study concludes that the follow up on TMF dossiers at the relevant MFA directorate

DMV/VG "ends up being of somewhat secondary importance to their overall task package…there is a gap between TMF' organisations' expectations in terms of communication and policy dialogue on the one hand, and the capacity of DMV and the way policy is made on the other….some of the TMF organisations feel they are not taken seriously as policy partners". They complained that there is little transfer of experience whenever staff is being replaced. It is particularly relevant to note that some foreign-based TMF organizations remarked that "interaction on content –through meetings, feedback on reports, and the like – is low compared to other donors", and that "ultimately the Ministry was loosing out" (PB study). An influential NGO like International Alert always wants to meet with their core donors twice a year to update them on activities and listen to donor concerns, but no such meeting has ever taken place with MFA, and it gave them the impression of "the Ministry not caring too much for any lessons learned" (PB study).

This is not to say that no policy debates were organised, or that knowledge sharing was always absent. Individual MFA staff did take initiatives to organise meetings, to which TMF staff were invited, alongside others, and many of those meetings indeed focused on a myriad of topics. However, there was no coherent agenda, often no follow up, and initiatives came and went due to MFA staff holding temporary positions, with very little proof of institutionalised 'handing over'. TMF staff complained that invitees to those meetings were often selected not for their critical attitudes, but for their loyalty to current policy positions, and that there was a lot of reluctance to include debates on different value orientations, and on ethical issues. On the other hand it is clear that the TMF sector itself did not take many initiatives or create space to organise these meetings themselves. Certain expectations exist regarding Partos fulfilling such roles, but to date not enough has been happening.

4.5 Policy dialogue and coherence abroad: the role of Dutch embassies

There is a lot of ambivalence with regard to the role of Dutch embassies. Overall, many researchers in this evaluation study report a lack of interest among relevant embassy personnel, and often sheer lack of basic information about the activities of Dutch-funded NGOs (e.g., in the BD, Communication, ED, and Gender studies). Some insiders refer to a psychological element, namely that embassy staff generally felt neglected with regard to information about TMF as well as MFS programmes, and some even regarded it as contrary to the expected decentralisation of development decision making. On the other hand some embassy staff regarded it as risky to show too much interest, as they might lose their autonomy about the funding of small-scale activities of civil society and community based organizations, for which Embassies did and still have decision-making authority. There are, however, a few exceptions. In the HIV/AIDS study the researchers reported on the important role of the Netherlands Embassy in Burkina Faso in coordinating the health support[74]. The Embassy supports a national government framework, and donor harmonization, but at the same time supports the NGO sector, to avoid "putting all eggs in the same (national) basket", and because of a lack of capacity and bureaucracy in the government health agencies. On the other hand the researchers also expected, but did not find, such roles played by the Netherlands' embassies in countries like Uganda, and South Africa, with a lot of Dutch bilateral and CFA donor support for the sector as well.

Some of the TMF organizations regard it as a lost opportunity that there is so little sharing of information with embassies, and so little coherence with CFAs, SNV, bilateral, multilateral, and some other Dutch-funded activities, let alone the activities of private companies and consultants. Many TMF organizations would like to see their experiences with innovation,

and with specific target groups adopted by what they regard as more 'middle-of-the-road' development agents. Others maintain their distance, partly due to institutional inertia and mistrust. Some fear that more coherence of MFA-supported funding bears the risk that MFA would want to 'streamline recipes' while these NGOs want to defend their alternative approaches, which they see as either more innovative, or more adapted to local circumstances. There is a political fear as well. Particularly in countries with bad governance, and with severe social and political antagonisms they want to defend the autonomy of the civil society that they support, and they regard too much knowledge sharing as potentially dangerous for their partners. Again, it is important to vary institutional arrangements according to contexts.

The NGOs involved in peace building exhibit very diverse relationships with Dutch embassies. In general the foreign-based NGOs are not at all used by embassies to share information or develop policies. However, some Dutch NGOs are used and in very substantial ways (e.g., IKV in the Balkan; Pax Christi in the Great Lakes area and in Sudan). The peace building study concluded that "the role of the Embassy, and the extent to which it is involved in monitoring or coordination of TMF-financed activities, depends largely on personal relationships between Embassy and NGO staff and personal ideas and motivation on the part of Embassy staff". In some countries or macro-regions (where Netherlands Embassies have to cover more than one country) the Dutch-funded projects on the ground are so numerous that the embassy has neither the time nor the manpower to deal with all of them. If they do, there is a bias in favour of dealing with projects and partners of CFAs, and a few influential other Dutch NGOs.

In addition, in the BD study it was stressed that embassies often do not have the capacity to finance programmes with global or trans-boundary dimensions and might not be interested in programmes supporting civil society, as bilateral co-operation involves activities between governments which often exclude the civil sector. From the embassies' perspective, the TMF scheme does not fit into the bilateral or multilateral framework, and no attempt at integration appears to be made. This is not conducive to an appropriate allocation of development funds, as national planning capacities within the recipient countries are limited and national planners are not even aware of a major share of funds , let alone that these are channelled through the central budget.

It is recommended that the coordination be improved between the various MFA financing instruments that are used in any one country through the sharing of information through policy dialogue, consultation platforms and improved reporting procedures which involve the embassies as essential gateways, though without jeopardising the independence of the NGOs.

4.6 Learning: the importance of M&E, and of nurturing learning cultures

Section 2.8 contains the conclusions of the cross-cutting study on Monitoring and Evaluation. The vast majority of TMF-funded organizations is taking this challenge seriously, and NGOs everywhere are struggling with M&E indicators, and integrating those into their learning culture. However there still is a long way to go, both methodologically and organizationally. The necessity to develop PME systems and improve learning cultures in civil society organizations was already one of the main conclusions of the CFA Impact Study of 1991, and the CFA 2002 Impact Study progressed, but very slowly. The theme-specific research teams of the TMF evaluation are more critical than the M&E team, as the M&E team was more focused on processes (and saw a lot of progress), while the other teams were often confronted with PME systems that were not yet sufficient, and with learning cultures that were not

systematically part of organizational and human resources development. Moreover, some thematic studies regarded learning as being responsive to partner organizations. However this mostly concerned inputs and not strategic learning (as regards objectives and mission). In that respect there is a broad convergence of findings.

Based on all the thematic studies it can be concluded that all the TMF organizations and their partners say that they place a high value on learning, although it is also clear that there are NGOs which put forward all kinds of reasons not to practice what they preach. They co-operate through national and regional workshops, and lessons learnt at community, national and international levels are planned to be fed back into the organizations, and shared through alliances, federations, and networks. Massive use is being made of web-based information sharing, and often innovative ways of web-based communication, although it is obvious that this excludes local NGOs without adequate access to internet facilities. However, in the planning stage, programmes are sometimes not formulated in a consistent way and it has been difficult in some cases to derive the strategic approach from the existing documents. Insufficiently detailed planning is not only detrimental for the effectiveness of the programmes but also for performance monitoring. Often the organizations' M&E systems designed with TMF financing are still 'under construction' and not yet operational. It is not yet clear to what extent these M&E systems will lead to reliable monitoring of local development processes, natural resource use, and organizational change at the level of local NGOs in communities. At this level, monitoring is often still not yet recognised as a useful tool to improve management and learning from own experiences.

A warning is required. PME systems which are only developed and utilised 'to please the donor', and which are not internalised in organizational cultures of NGOs and their partners can also be harmful and they can result in smoke-screens full of invented data that are creating the opposite of transparency and learning.

Some studies also highlight an obvious, but often neglected element of decentralised development implementation, and the desired involvement of other than 'cosmopolitan' NGOs, namely language. Sincere development partnership with southern governments and civil society organizations means that all relevant documents should be in the national language of recipient countries and some of the correspondence as well. This is often not the case and some relevant Dutch policy documents are only available in Dutch. On the other hand, relevant reports and policy findings made by NGOs in southern countries are only in their local language. Possibilities for south-south-north linking and learning can be strengthened by more emphasis on multi-lingual facilities for bridging communication gaps (English-French-Portuguese-Spanish, but also Bahasa Indonesia-Urdu-Bengali-Amhara-Kiswahili, to mention a few languages in countries where MFA and Dutch civil society organizations are very active).

In almost all individual NGOs, studied learning and knowledge sharing are key values, and there is a general eagerness to participate in tool development to improve PME systems. However, there was a general complaint about the institutional inadequacy to properly connect the various elements in the intervention chains in making learning a sector-wide 'matter of course'. There is too much fragmentation, insufficient time available, and not enough learning partnership with donor agencies (MFA, Embassies) and government agencies in general. Both in the North and in the South, civil society organizations are often isolated from institutes of formal learning (universities, professional training institutes) and from research centres, although there are interesting examples of fruitful long-term partnerships.

Often the sector is embedded in a circuit of short-term evaluation consultancies, and management advice only. We make suggestions for improvement in section 5.3.

4.7 Synergy in civil society, a global and a Dutch perspective

Surprisingly few people seem to realise that the Netherlands is one of the most important funding countries for civil society building in developing countries, with a special focus on stimulating networking at a global level. More information is needed on the extent and growth of the civil society organizations dealing with international development, and on government funding of those NGOs. According to a recent source[75], total funding of development NGOs was $1.6 billion in 2003, of $69 billion total ODA for the world as a whole. If that were to be true, the Dutch contribution must have been at least a quarter, if not a third of this amount. However, this cannot be true. DSI/MY[76] recently made an inventory which shows that 89 development-oriented NGOs in OECD countries have a combined annual budget of close to 8 billion euroIf we assume that these are the largest NGOs of their kind, the Netherlands is indeed very prominently listed, with nine NGOs and € 746 m.[77], with only the USA, the UK and Germany financially more important. However,the Netherlands has a much higher amount per capita – as is the case with Dutch development assistance in general. See table 15. We have seen that, apart from the nine Dutch NGOs mentioned in this table there are many more organizations, although with smaller annual budgets. In total, contributions by Dutch organizations to global civil society building will probably be beyond 1 billion €/year and, in addition, the Dutch government is currently also subsidizing almost 100 foreign NGOs with between €30m. and €50m. per year, through the TMF Programme.

Table 15 The World's top-89 development NGOs, summary by country

Rank	Country	Number of NGOs	€ million (annual sum)	€/capita
1	USA	14	3312	12
2	UK	11	1038	17
3	Germany	9	776	9
4	Netherlands	9	746	47
5	Canada	4	408	13
6	Australia	4	307	16
7	Switzerland	12	253	36
8	New Zealand	1	201	50
9	Ireland	3	179	45
10	Norway	3	159	32
	others	19	500	
	Total	89	7879	

Over the years, the Dutch NGO sector has become an important player in a large variety of international development fields and has become a leading player in some [78]. Within the global development sector, the Dutch have developed a competitive advantage in acquiring knowledge about, and experience with, supporting NGOs all over the world. However, prior to the launching of the TMF programme, the scattering of hundreds of organizations, and lots of rather closed 'parallel circuits' did not create a lot of synergy, and the potential 'knowledge advantage' and 'hub position in a global nodal network' was often lost.

The TMF programme, and later the preparations for the MFS programme, did result in better institutionalization of the NGO community in the Netherlands (Platform, Partos; see 4.2), but neither MFA, nor the sector itself, used the new opportunities for enhanced policy dialogue, and creating a learning synergy. In particular, the inclusion of 99 foreign NGOs in the TMF subsidy scheme (see Appendix 1) was not at all utilised to create 'linking and learning'. These are among the leading NGOs in the emerging global civil society, and pioneers in many policy fields relevant for MFA and for the Dutch development sector. The closure of the MFS subsidy scheme for organizations without an office in the Netherlands will undoubtedly cause more and more global NGOs to set up a Dutch office, or liaise with an existing NGO already based in the Netherlands. Potentially this further strengthens the Netherlands as one of the leading countries for global civil society building. To realise the potential of this vanguard position, more linking and learning is definitely needed, organised by MFA around themes, and regions, and with the full involvement of Partos, and the improved involvement of the broader Dutch scientific, consultancy and business community. Not enough has been done until now. The ED study states that "no synergy has been achieved between the different actors. It is obvious that there is potential for synergy, but this requires initiative to engage in dialogue and exchange. The expert team has not found reluctance among TMF organizations to engage in such a dialogue. The question though is who should take the initiative and this is not clear. Nobody in particular is to blame for the lack of co-ordination and co-operation". However, the sector is, and one only needs to look across the North Sea to see that it can be done.

The Netherlands is particularly well positioned to facilitate south-south-north linking, and to support experiments with public-civil-corporate partnerships. This demands a dedicated and long-term commitment with systematic attention for the actual and potential opportunities for organising synergy. The demands for a transparent and high-quality monitoring and evaluation system in the sector, the need for more convincing impact measurements, and the many opportunities for 'history writing' about knowledge and innovation processes in this sector cries out for joint efforts. While the TMF programme has brought the sector some steps closer to fulfilling this challenge, the new MFS programme has the potential to further strengthen the Dutch competitive advantage in south-south-north civil society building and develop public-civil-corporate partnerships. In management terminology, the Dutch development sector may feasibly develop this strength to its Unique Selling Point (USP; or more appropriately called Unique Buying Point) within the global development sector.

Although there have been tensions between the 'big six' (the CFAs) and the many smaller NGOs as regards acquiring MFA funding, many researchers in this evaluation highlighted existing linkages, and the many complementary, rather than competitive roles (although the relationships were remarkably lacking in the sphere of economic development, as the ED study concluded). The preparations for MFS result in contradictory developments, with some NGOs merging efforts, and others becoming more separated. When MFS started (1.1.2007) MFA's chief scientist, DSI-MY and embassy staff were able to support information sharing, and –where necessary- further synthesis building. And while, for the next few years, many foreign-based NGOs will still receive TMF funding, learning from their experiences should be systematically supported as well (as it is now mostly lacking; see ED study).

Nevertheless, the ED study highlights a remaining challenge. In many recipient countries there is still a wide gap between donor-supported sector-wide approaches and government-derived sector policies on the one hand and civil society as well as the private sector on the other. The existence of effective forums and forms of co-operation between civil society

organizations and the private sector is still extremely limited. This is also true for civil society organizations and organizations representing the private sector, both in developing countries and in the Netherlands. Despite explicit policy intentions formulated by the current Dutch Minister for Development Co-operation for the new MFS programme, this still is largely uncovered ground, and a major challenge.

4.8 Managing intervention chains: about feedbacks, process planning, contexts and stakeholder analysis

It is common to see relationships in the 'aid industry' as an intervention chain, and to use metaphors developed in management literature. The intervention chain is often given as:

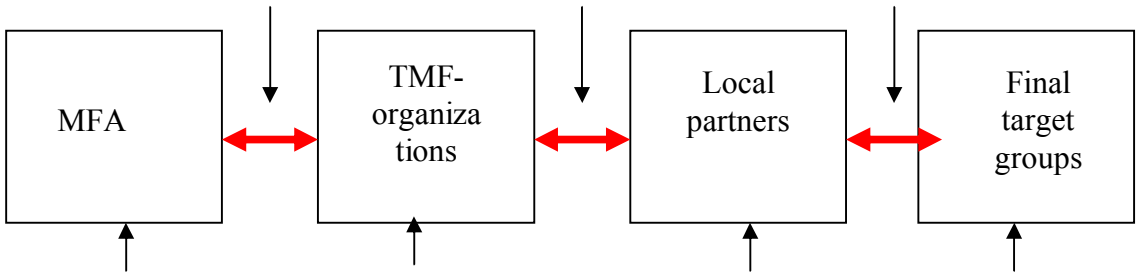

Figure 2 The 'normal' intervention chain for TMF-funded organizations

In practice, the 'chain' is far more complex, and potentially full of feed back processes, which are often chaotic, and learning processes in the chain are often not optimal. In the PB study the following summary was presented of linkages, which also pointed at some of the weak elements in the chain. This summary is true for the TMF sector as a whole.

In the Netherlands alone, a few thousand professionals are working in NGOs, policy units, research institutes, and consultancy firms which in one way or another are involved in strengthening civil society as part of global development goals. These are related to tens of thousands of professionals working in this sector in recipient countries and in other donor countries. They will all be confronted with demands to improve PME systems, to improve learning abilities on contents, and on process planning, to know more about contexts, and to carry out adequate stakeholder analyses. The scale of the sector in the Netherlands, its sheer magnitude of funding, its dominance as a donor community for civil society development worldwide, and the historical backing of this involvement in the development of civil society in the Netherlands itself all mean that it is likely that the Netherlands can capitalise on this combination. Leadership is, however, required.

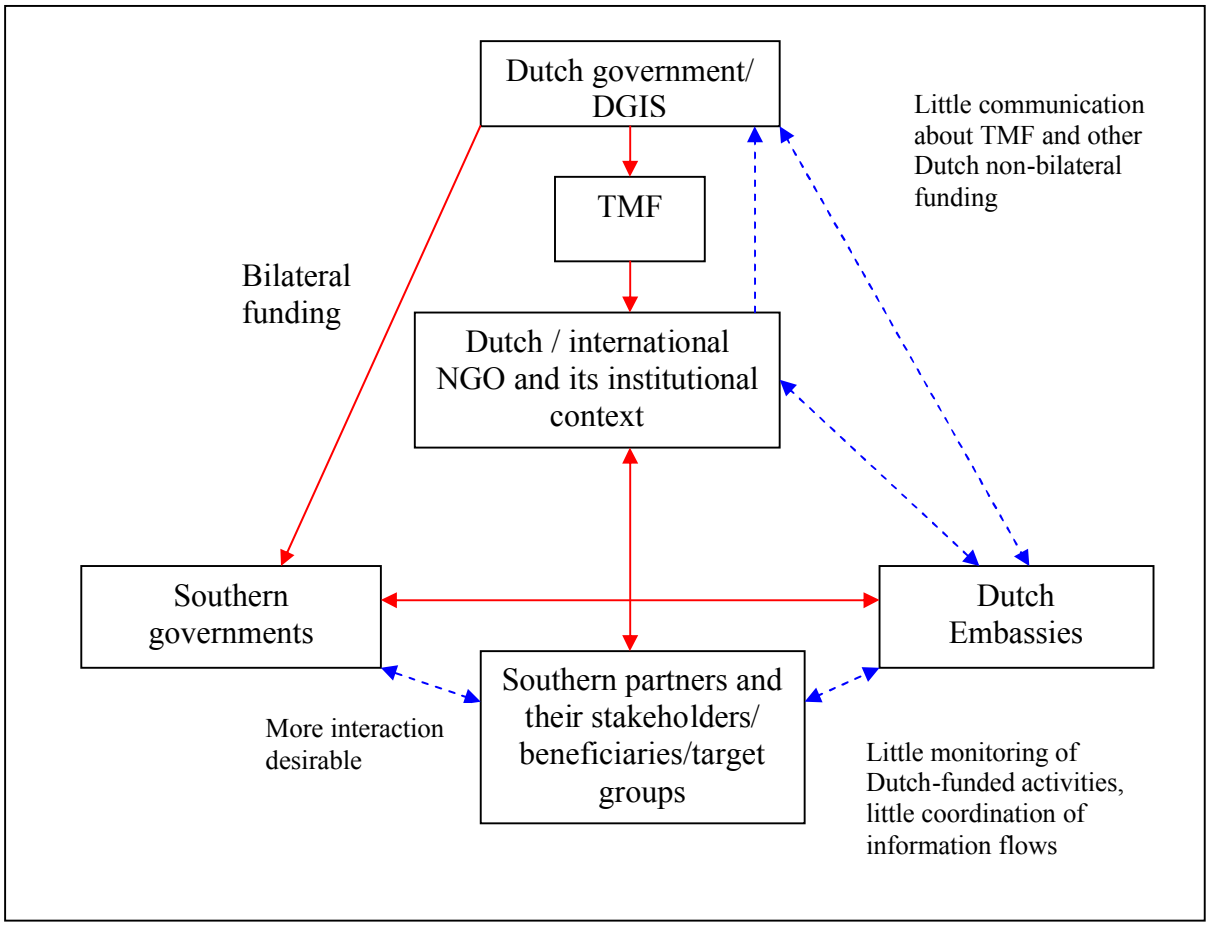

Figure 3 TMF Funding relationships and (potential) communication flows

Part 5 Recommendations for the new Co-financing approach (Medefinancieringsstelsel, MFS)

5.1 From TMF and CFA to MFS (and SALIN)

In 2003, it was decided that the separate CFA and TMF programmes would be merged to become the MFS programme and would get €550m. per annum in 2007-2010. MFS is in a way a logical continuation of the earlier subsidy schemes in the sense that it is built on the basis laid out in both policies. At the same time, MFS has some specific characteristics which distinguish it from these earlier subsidy schemes. These differences are not so much a divergence of points of departure or objectives, but mainly from the way assessment is organised (i.e., from an internal assessment by thematic departments of MFA to an external assessment under the guidance of an expert committee), the type of funding that can be acquired (no more institutional subsidies[79]), a stronger link with support from outside the Dutch government, with a minimum of 25% of an organization's turnover coming from other sources, and a proven support base among the Dutch population. Besides, as a result of a decision by the Dutch parliament, MFS is only meant for organizations with an office in the Netherlands, and the MFS Programme attaches considerable importance to coherence, complementary relationships and cooperation with Dutch government agencies[80]. For the Ministry, a more uniform, systematic and flexible approach is becoming the central focus, with transparency, accountability and quality as important points of departure. As a result of the decision to separate decision making (assessment of subsidy requests) from policy formulation the new MFS arrangement could restore the discussions on contents between NGOs and the Ministry, which during the TMF phase were jeopardised in many cases (and which were, according to some at the Ministry not acceptable in a subsidy relationship, in which distance should be maintained).

Particularly the external assessment and the fact that MFS is not available for non-Dutch organizations have raised questions (and doubts) among MFA staff interviewed for this evaluation. To ensure that those international organizations that were regarded as having a major added value were not deprived of funding a special subsidy scheme was launched. However, this new subsidy scheme for non-Dutch organizations, referred to as SALIN, seems to be entirely different from MFS (as well as TMF). It is not an open system in which organizations can apply and be judged on the basis of the quality of their proposals (like TMF or MFS). Specific INGOs have been pre-selected for SALIN[81] and a strict funding system has been set up for the period up to 2010. Questions can be raised with regard to the way these SALIN-INGOs have been selected. In some fields (e.g. women's organizations, or environmental organizations) MFA staff interviewed for this evaluation are worried that a purely Dutch funding scheme (like MFS) will not generate enough high-quality proposals, due to a paucity of NGOs in specific fields, which are regarded as key areas of Dutch development policy, but not (yet) with a strong Dutch NGO presence.

One element of moving from TMF and CFA to MFS received a lot of attention in the media, and caused a lot of anxiety among NGOs, namely the required contributions from beyond the Dutch government. The requirements for MFS funding might exclude some organizations. On the other hand, the recent successful attempts to attract lots of small-scale initiatives through the Dutch public (see www.linkis.nl), and the possibility of requesting relatively small MFS grants by newcomers may solve this. It is important to study the attractiveness of the new MFS framework for different types of 'support base'. It is useful to do follow-up studies among organizations making use of the small-grant and other funds, in order to support some

of them with preparations for a new round of MFS (or comparable) funding in 2011. Since the small-grant fund attracts migrant and refugee organizations (with many activities in Indonesia, Surinam, Ghana, but also – although less - in Turkey and Morocco) this can be seen as a breeding ground for more large-scale activities later. It is also desirable to organise follow-up activities to successful initiatives in small-scale business development, in which Woord en Daad in particular succeeded in involving the small and medium scale business community in the Netherlands – a sector hitherto hardly connected to development work – in innovative civil-private partnerships. Woord en Daad is successfully mobilising Dutch entrepreneurs to take an active interest in development co-operation in general, and in Business Development as a direct poverty alleviation strategy in particular (ED study). It can be expected that others will follow.

5.2 Corrections of and additions to the Policy Theory of the Dutch Ministry of Foreign Affairs with regard to international development

We started the synthesis of findings from this evaluation research by looking at the current ways the back donor, the Netherlands' Ministry of Foreign Affairs, thinks about supporting civil society as part of its wider goals of structural poverty alleviation. We looked at its 'policy theory' (see section 1.2). We can now add to this discussion at the Ministry. The emerging Policy Theory of MFA needs some revisions if we are to take the results of this evaluation seriously.

It is one thing to acknowledge the necessity to be context specific in both analysis, and intervention packages, and another to be clear about how different contexts demand different interventions, and hence different types of NGOs. This needs a 'theory of change', and a typology of intervention models. The repertoire of interventions can be positioned on a line from public service delivery to political change, and in between the building and development of civil society and civil society institutions and organizations. In direct poverty alleviation, most NGOs tend to design their roles as public service delivery contractors, and their function as either in collaboration with state agencies, or filling voids, sometimes because the state is absent or very weak ('failing'), and in other situations because the state leaves some functions deliberately to civil society, or is forced to do so by political and cultural pressures. NGOs that focus on political (or 'societal') change often function with more or less antagonism to the reigning powers. But these political change agents can do many different things, depending on their room to manoeuvre, and their capabilities. Often, these types of NGOs define their role as 'organising the grassroots', but others try to change the composition and thinking of political elites. Some try to focus on immediate demands (e.g. legal action), others on what they regard as 'root causes' of problems. Some mainly work through media exposure, others through mass organization, through political training, or through stimulating artistic freedom of expression. Some mainly work at the local level, others through networking at various levels of scale (up to 'south-south networking'), and others at the global level, or through diaspora groups. NGOs that deal mainly with public service delivery often need a lot of money to do so in a professional and cost-effective way, and they are very reliant on donors giving them 'core funding' to cover their own organizational costs. Particularly when successful pilot projects are followed by scaling up, there is often a tendency to lose the innovative capability, and become 'bureaucratic' (or "as slow as the government"). NGOs that mainly play roles as political change agents that organize countervailing power are often not intermediary organizations, but catalytic groups, with a need to be flexible. They are knowledge intensive, and can often achieve a great deal with relatively little money. As pressure groups, they are successful if they can increase their legitimacy among their target

groups, and if that legitimacy is then accepted by others in society. Often political change agents defend their autonomy towards state agencies and towards donors more vigorously, than public service delivery contractors do or have to do.

The MDG agenda tends to focus NGOs on playing more, and more extensive, roles as service delivery agencies in concert with the state, and as 'grassroots' arms of international donor agencies. In addition, MFA tends to formulate its policy theory in this sense. However, in many regions with bad governance, failing states, civil war or post/conflict reconstruction NGOs dealing with human rights, peace building, communication, and environment-people conflicts do not have service delivery agendas, but political change agendas, or they combine both functions. Here the external support that is needed is not primarily money and support for better service delivery organizational capabilities, but it is instead a combination of knowledge, solidarity, and diplomacy, and support for political networking and adequate communication, often across political boundaries.

There is another, related issue. MFA's policy theory still very much takes singular countries as points of departure (even if some of its recent policies divert from it[82]). These countries are supposed to have their own policies, their so-called autonomous civil society, and their 'endogenous' development processes. In the current world order this is no longer an adequate way of perceiving 'international development'. Many leaders of corporate businesses, civil society, and government agencies have become part of trans-national (or 'cosmopolitan') elites, with global, or macro-regional, and no longer national or local/micro-regional outlooks. Although they often work in a large number of specific localities, many of the TMF-funded NGOs are part of global networks, with a diversity of funding sources from all over the world, and with truly global practices of information exchange. This is far from 'endogenous'. The importance of foreign funding - and the influences or even 'dependency' connected with it - are also far from the 'autonomy' or other politically correct expressions of 'ownership'. One of the surprising findings of this study is the fact that relatively small-scale funding does not at all mean 'small-scale localities'. Many TMF-funded civil society organizations try to influence policies and institutional practices at different levels of scale, ranging from the global, to one or more national levels, and to a myriad of local levels. In this global-local civil society building, Dutch funding plays a significant role, but, perhaps even more importantly, the Dutch development sector also possesses a strong comparative advantage in providing 'linking and learning' in this field of expertise (see 4.7). The Netherlands ought to dare to be more ambitious as regards developing this as the 'Unique Selling Point' of its development sector, and as a 'Unique Buying Point' for the rest of the global development sector.

5.3 Suggestions for better learning

NGOs that receive TMF Programme funding will still implement activities until 2010, when the MFS programme will then be in its fourth year. From 2011 onwards there will most probably be a second round of MFS, for which MFA needs to renew its policy framework, and for which NGOs will need to prepare for a new submission of plans (in April 2010?).

It is recommended that preparations for a major ex-post impact analysis be started in 2012. This ex-post impact evaluation should combine the funded activities of the MFS and SALIN NGOs during the 2007-2010 round and of the NGOs that were supported by TMF during its four rounds. This preparation should already start in 2006 with the following planning:

(1) a detailed base-line report, summarizing and systematising all objectives of the MFS-funded NGOs from 2007 onwards, as agreed at the formal start of the MFS in January 2007. Among other things, this baseline information needs to provide a comprehensive

overview of all the intended processes and 'planned impacts', with 2008 as a yardstick year for processes, and 2011 as a yardstick year for intended impacts.

(2) It would also be useful to add a process and decision-making evaluation of the MFS selection process immediately. It would be wise to include an assessment of the judgements among NGOs which applied to MFS funding as regards its procedures, and to invite frank comments about its unwanted 'perverse effects' (e.g., blocking, instead of supporting collaboration between NGOs, as some NGOs working in peace building have already noticed).

(3) It is recommended, as part of this process of preparing for the 2012 impact evaluation, that an in-between output and effectiveness evaluation be organised in 2008/2009, with results ready before the formulation of a renewed MFS policy framework in 2010. That evaluation could combine an analysis of the rounds 2003-2006, 2004-2007, and 2005-2008 of the Dutch and International NGOs which were funded in the TMF scheme, an analysis of the activities funded by (former) co-financing agencies between 2003 and 2008, and a process analysis of 'linking and learning' of all organizations funded under the MFS and SALIN schemes.

A major lesson from the current evaluation process is that results are better if researchers take time to create co-ownership with all relevant stakeholders, and do so from the start of the evaluation design until the end. Evaluation exercises should not be seen as visits to the barber ("if you are under the knife you should sit still") but as participatory reflexive research.

With the separation of policy and implementation in the new MFS framework, MFA could regain its role as an organiser of policy dialogue, and catalyst of learning. It is recommended that DSI(-MY) will appoint a 'knowledge manager', who will be responsible for baseline and process information, for creating a virtual knowledge network (preferably to be managed independently) and for evaluation management with regard to the remaining part of TMF, and for MFS and SALIN NGOs. That knowledge manager should build up an electronic archive of all funded NGOs. It is particularly important that this is as complete as possible with regard to regional and thematic specificities of the agencies funded, and as regards the regional and thematic usage of the specific TMF, MFS and SALIN funds. In connection with the chief scientist, DCO, and DEK the knowledge manager will also organise thematic 'linking and learning' sessions about all relevant themes, involving all relevant NGOs (Dutch and international), and selected specialists from the academic, consultancy and corporate world in the Netherlands (with guests from abroad, where appropriate). Of course it should be made very clear that DSI-MY does have the mandate, the funds, and the people to fulfil this role for MFA as a whole. The link between DSI/MY and the new IS Academy for Civil Society studies can also play an important role. It is recommended that that will start as soon as possible as a liaison between DSI/MY and CIDIN, but with self-evident linkages with all relevant NGOs, and Partos, relevant researchers and the policy community at the Ministry, and with good international contacts (e.g., Civicus, EADI). In the Netherlands CIDIN's participation in the research school Ceres can be profitably used, as almost all relevant civil society researchers outside CIDIN are part of this network (e.g., ISS (The Hague), Disaster Studies Wageningen, AMIDSt (University of Amsterdam), African Studies Centre, and CEDLA), or related to it (e.g., ASSR). It is recommended to organize annual working conferences and prepare two major conferences, one in 2010 (MDG+10) and one in 2015 (MDG+15), as a co-production of the Ministry, Partos, and the scientific community (WOTRO/NWO), and with the IS Academy for Civil Society in a secretarial role.

We suggest that, in connection with DEK, follow-up training sessions are organised on monitoring, evaluation, and learning with selections of Dutch-funded NGOs. We suggest that the main emphasis will be on impact measurements, and the intention to find comparative approaches to measuring the contributions of civil society to each of the objectives of the Millennium Development Goals, to improved governance, and to enhanced human rights, peace and security. In connection with activities related to the new research and human resources policy at the Ministry, training activities should also involve all relevant MFA staff. It is also recommended that four evaluation reports of this study are utilised for further learning by the Ministry and the sector, these being the reports on Monitoring and Evaluation, Biodiversity Conservation and Policy Reduction, Economic Development and Gender.

The Steering Committee does not at all agree with the major recommendations formulated by the 'Commissie Draagvlak en Effectiviteit Ontwikkelingssamenwerking' chaired by H. Dijkstal (April 6, 2006). Civil society organizations which are sponsored by the Dutch government and/or the Dutch public should be organizationally sound and trustworthy, but should also prove that the money they spend is spent effectively and efficiently, and with sustainable impact. The evaluation study shows that this is often a major methodological challenge. But it also shows that many TMF-funded organizations and their partners succeed to develop appropriate PME tools, and use those as part of chain management and 'learning loops'. The sector as a whole is ever more developing its abilities to develop outcome-oriented interventions planning. It would really be counterproductive if they would relax that attitude. Instead, where possible a further strengthening of abilities to deal with these difficult issues can provide more transparent and convincing indications of success, and more useful building blocks for learning about successes and failures[83].

It is recommended that Partos plays a more pro-active role in organising 'linking and learning' in the NGO sector, and that Partos (maybe together with PSO) employs a 'knowledge manager' who will act as a liaison between the people responsible for monitoring, evaluations, and learning in all subsidised NGOs, MFA and the scientific community in the Netherlands, and its organizations (e.g., WOTRO, DPRN). It is recommended that the TMF chamber in Partos will continue to challenge the policy and research community, as it has done during the evaluation process as Advisory Board of the TMF Platform.

It is recommended that each of the funded MFS organizations (and if possible each of the TMF organizations) devotes separate sections in their annual reports to their monitoring, evaluation, and learning activities, and to the learning linkages with other organizations (other NGOs, universities and other knowledge and innovation centres). It is recommended that TMF-funded organizations stimulate the NGOs receiving their funds to do the same (In MFS this already is a requirement).

Finally, we suggest the idea that the regional matrix shown in section 1.4 (or another comparable framework) is used to select countries, representing different cells in the matrix for which long-term research teams are formed, consisting of a Southern and a Dutch university/knowledge centre. These teams will write an annual process assessment of developments in civil society in these countries, and of the positioning, activities, and impact of Dutch-funded NGOs in these countries. This comparative analytical framework demands a joint management of MFA, Partos, WOTRO, the IS Academy for Civil Society and good contacts with international networks. It is suggested as a core element of the knowledge and research strategy of the Ministry as a whole, and of DSI/MY in particular. This comparative research programme is long overdue. Its results can be used in the preparations for the

suggested impact evaluation of the sector in 2012, and in the two suggested major conferences of 2010 and 2015.

5.4 Suggestions for better implementation

Various thematic studies concluded that the sustainability of results demands proper embedding and long-term commitment. NGOs that were most successful indeed excel in both qualities. They have strategic alliances with partners, often for a long period, and in consultation with their partners they put a lot of emphasis on the changing contexts in which they and their partners have to function. Nevertheless, embedding has many connotations, though. NGOs and partners which try to contribute to direct poverty alleviation suggest that innovations are more successful in the long run if they can be linked to, and acquire legitimacy from existing business structures, and if corporate and other private business are linked to pro-poor economic development activities by socially responsible entrepreneurship. NGOs that are involved in peace building and human rights show the importance of embedding in locally and regionally relevant power structures, or by supporting effective countervailing institutions, backed up by adequate legal and policy backing. NGOs that try to change cultural attitudes (e.g., in gender, communications, human rights, HIV/AIDS) are more influential if they are provided with detailed knowledge about cultural specificities. Good programme designs and adequate implementation starts with good context analysis and constant attention for changes in these contexts. Programme designs should not only be SMART (Specific, Measurable, Available at acceptable cost, Relevant with regard to objectives and Time Bound), they should also be CLEVER, based on Context-sensitive Learning for Effective, Valuable and Efficient Results.

In bilateral aid arrangements, and in capacity building in the knowledge sector, MFA has been one of the pioneers among development donors of long-term commitments, with time horizons of fifteen years or even beyond. Everyone acknowledges the fact that 'development', and capacity enhancement for development is a long-term affair lasting decades, or generations. However, the time horizons for funding TMF organizations (and now again the MFS) is only four years. Within those limits TMF organizations also have to limit their support to partner NGOs in the South to four years at most. Admittedly, this is a step ahead of the many 'project arrangements' which used to dominate the sector prior to the TMF programme, where projects even had shorter time horizons (of one or two years), and had to work with very tight input-output objectives and planning schedules, without much flexibility. Part of the TMF funding came as 'institutional support', or core funding, and gave TMF-funded organizations a four-year time horizon to invest in their own capabilities, which –as we have seen in the M&E study and in other studies – resulted in substantial professional development. However, we also noted (see the AV study) that hardly any TMF-funded organization used the same instrument of core funding to support their partner NGOs to do the same. This is not to say that they did not stimulate professional development among their southern partners. They did, and they used the instrument of programme funding to do so. However, for long-term capacity development it is important to develop funding scenarios which indeed cover decades, both for TMF-funded NGOs and –as recipients of their funds- for their southern partners. Only then the widely acclaimed success formulas of the 'process approach', for which Dutch bilateral aid and SNV became famous, can be replicated among NGOs. In fact some of the most influential and successful NGOs supported by the Dutch CFAs did –de facto- get this long-term support from their intermediary funding agencies (as results of both the 1991 impact study among Co-financing Agencies and the recent 2002 study attest to). One would expect the TMF organizations to take up that role as well, as some

have already started to do. Particularly the BD researchers suggest that this long time planning horizon is a must, as environmental investments often take years to produce the desired impacts. It means that impact assessments also need to take such long periods into account.

There is a risk that the acceptance of longer term funding scenarios would automatically imply that fewer TMF Organizations will be selected because screening will become stricter, and prior reputation in terms of innovation, results and learning would be decisive. To avoid that risk the MFS should be further developed in ways which would make it possible to get a stratified, but flexible system. At the apex are NGOs with a strong reputation and a proven potential to manage long-term relationships and networks. At the bottom are relatively young organizations, which require funds to experiment with new or recently established partnerships, and acquire pilot funding. This layered system would also enable civil society support to become more integrated, from Cordaid to Linkis. The set-up of MFS is already a step in that direction.

During the evaluation study many discussions took place on the desirability of 'core' or 'institutional' funding (and on what it actually means or meant when NGOs were selected), both for the TMF NGOs and for (many of) their southern partners. Many organizations note with disbelief that the new MFS framework no longer gives institutional subsidies, but only programme subsidies. However, programme subsidies do allow for organizational development. It is a challenge for organizations receiving MFS funding during the 2007-1010 period to continue developing relationships with their partner NGOs which in fact cover a much longer development period as a time horizon, and which allow their partners enough flexibility to deal both with long-term capability development, and with sudden shocks, in the contexts in which they operate, and in their own organizations. It is recommended to allow for 10 or even 15% of the budget given to southern partners for which not ex-ante planning is necessary, but ex-post justification (for which auditing should be specific and strict). This would bring (back) an element of core funding in all programme relationships. It would be good to systematically monitor the impact of the subsidies that will be provided as part of the MFS programme on organizational development of NGOs and their partners.

5.5 Learning from three major evaluations about civil society supported by the Netherlands: 1991, 2002 and 2006

There have been many evaluations of individual NGOs supported by programmes funded by the Netherlands. There have also been theme-specific evaluations by IOB in which NGOs feature or evaluations by NGOs or a group of NGOs themselves. However, there have been three major evaluations of the sector. The first one was carried out in 1991 and was an impact evaluation of the then four big NGOs that received money from the Netherlands government's Co-Financing Programme. The second one did the same about ten years later (with a final report in 2002). Now this evaluation of the TMF Programme is the third one. What can we learn if we compare the major findings of these three evaluations?

1. Institutional set-up

In the 1991 evaluation the four CFAs (working together in GOM) appointed the Steering Group of the evaluation; in the 2002 Evaluation the Steering Group was appointed jointly by the CFAs joint organization (GOM) and MFA; the Steering Group of the TMF evaluation was appointed by the MFA. The Ministry took responsibility.

2. Evaluation problems

This is a constant problematic issue: assessing the effects and impact of NGO interventions is difficult due to the length of the causal chain, the size of the intervention and the intervening role of (an unstable) context of structural poverty and of governance and the complexities of the attribution of impacts. This applies even more to strengthening of civil society. Important progress has, however, been made in terms of the realization among NGOs that planning, monitoring and evaluation systems and reflexive learning play a crucial role in increasing effectiveness, efficiency, relevance and sustainability. MFA has incorporated this in its current conditions to co-financing NGOs.

3. Strengthening Civil Society

In the 1991 final report, the Steering Group noted that theorizing on the strengthening of civil society in relation to development and poverty reduction was still insufficient to guide civilateral development cooperation. Progress has been made as regards the development of basic typologies to classify Civil Society building interventions, but 'policy theory' is still in its infancy. The TMF evaluation has signalled important progress though.

4. Need for analytical capacity and learning

The 1991 evaluation already called for more analytical capacity in the CFAs, which it found to be wanting. The 2002 evaluation also called for more learning ability. In this respect, the TMF Evaluation is more positive in that the cooperation is often knowledge intensive and there is more attention to self reflection and learning, though more progress is still needed. It urges a more pro-active learning attitude in the sector (e.g., via an organization like Partos, and the IS Academy for Civil Society) and more leadership by the Ministry.

5. Partner organizations

The 1991 Evaluation stressed the fact that intermediary NGOs should not be the main focus of the CFA partnerships. Intermediary NGOs can act as catalysts but for civil society grass roots and trade and professional organizations were also seen as important for civil society. The 2002 Evaluation stressed the fact that the CFAs tended to reproduce NGOs and needed to become more selective and specific in partner selection. The TMF evaluation has shown that there is a greater diversity of partner organizations, including professional and theme specific organizations.

6. Merger, and integration or differentiation and specialization?

The 1991 evaluation reflected on the need to maintain four CFAs. This reflection was partly based on the fact that the typical Dutch history of identity-based 'pillarization' (in Dutch: 'verzuiling') had generated parallel partner networks and contributed to duplication of activities. Could a merger or better integration of the four CFAs result in less duplication and more professionalism? This may be a valid argument for direct poverty reduction, e.g. in social services provision. The 2002 evaluation demonstrated that partner networks had become less 'verzuild' and more interchangeable. It did not consider a merger to be a good solution given the fact that each CFA manages such a large number of partners and projects. Consequently it advocated greater specialization among CFAs and concentration on particular thematic areas. The TMF evaluation confirms this line of reasoning and leads to the conclusion that indeed organizational size is not necessarily an advantage. Many TMF funded organizations are smaller but more knowledge intensive than CFAs. Size may matter less for Civil Society building and advocacy & lobby compared to Direct Poverty Reduction. A more differentiated subsidy channel would be more appropriate.

7. Role of the Ministry of Foreign Affairs

Finally, the role of the Ministry has changed. In the 1991 evaluation, the position of the Ministry is one at a distance in accordance with the alleged autonomy of the CFAs. The final report did not contain specific recommendations concerning the Ministry. The IBO-report of 2000[84] concerning the co-financing programme stressed the ministerial responsibility for co-financing and the need to create more clarity with regard to the role of NGOs in development cooperation. The 2002 evaluation stressed the fact that the policy framework of 2001 concerning the CFAs insufficiently identified on which themes, areas and regions the CFAs are expected to have important comparative advantages and what would be the testable performance and admission criteria. The TMF evaluation provides a similar critique with regard to the policy paper of 2001 concerning the thematic co-financing, but recognizes that important progress has been made in specificity. Further improvements in the policy theory of the MFA remain an important pre-condition for more verifiable evaluation down the aid chain.

5.6 Summary of recommendations and a proposed time frame for implementation

With four more years of TMF funding (until 2010) and bearing in mind the start of the new MFS (from 2007 onwards), the following major recommendations can be presented. An indication has been added as to who should do what, the Minister = M, the Ministry (lead by DSI/MY) = D, and the Sector (lead by Partos) = S. At the request of the Minister the Steering committee also proposes a detailed time frame to implement these recommendations.

+++ Should take the lead
++ Major input
+ Support given

	Recommendations	M	D	S
I	Cherish and further strengthen the width and depth of the non-governmental sector involved in international development supported by the Netherlands. TMF-funded organizations show that civilateral relationships are valuable, relevant and effective institutions for international cooperation, with specific and important functions besides bilateral and multilateral relationships. The Netherlands is very well positioned to play a leading role in global civil society development	+++	+++	+++
II	Further develop good and coherent policy theories. It should enable context-specific support and evaluation of the NGO sector, and the development of adequate typologies to do so.	+	+++	++
III	Stimulate the focus of theme-specific NGOs on poverty reduction impact of their activities and put more emphasis on specific gender sensitivity. In sectors like environment and communication a dual approach of mainstreaming gender and specific gender programmes is still very much necessary. Start the preparation of a new MFS round (>2010) by becoming more specific about theme-and context-specific objectives.	+	+++	++
IV	Give NGOs and their partners adequate financial and organizational flexibility to develop their capabilities as learning organizations, and to respond to changing circumstances. Objectives should be a combination of content and process, and with attention for external and for internal targets. Between 10 and 15% of all funds should be set aside for learning, capacity development, and organizational costs.	+	+++	++

V	Develop more long-term subsidy arrangements. Do so in line with other lessons learned in Dutch development co-operation, e.g., with 16 years as time horizon and 4-year phases as funding periods.	+++	+	++
VI	NGOs should further develop their M&E capability and use those as learning organizations. Funding agencies should demand more and better emphasis from subsidized NGOs and their partners on M&E, and on learning. The sector should make more systematic use of this information, and use it for sector-wide learning but acknowledge the fact that M&E needs context and sector specificity (see II). Put specific emphasis on learning from best practices with regard to lobby and advocacy indicators of success.	+	++	+++
VII	Put more emphasis on learning capabilities within the Ministry. A clear mandate to DSI/MY to do so for the civilateral sector. The appointment of a knowledge manager within DSI. More continuity of staff and better handing-over institutions. A good link of DSI/MY with DEK, IOB, DCO/OC (research programme) and the other directorates. Within the thematic directorates more systematic attention for thematic policy dialogue, and involvement of the relevant NGOs. A more active role of Netherlands Embassies, a.o. in organizing regional and local thematic policy dialogues. The sector should be more pro-active towards Ministry and Embassies.	++	+++	+
VIII	Create more synergy in the sector. Partos should become a 'knowledge hub'. Start the new IS Academy for Civil Society between DSI/MY and CIDIN as soon as possible and stimulate its function as a broad, national facility. Enable the development of a virtual information portal on civil society organizations in the Netherlands, their activities and expertise.	+	+++	++
IX	Enable better institutional cross-fertilisation of support to civil society in the Netherlands and at European and global levels. (e.g., MFS with SALIN, LINKIS, SNV, PSO, NCDO etc., and with Civitas and other international platforms).	+	++	+++
X	Support a wider coverage among the Dutch population. Stimulate more involvement of the private sector, and of diaspora communities.	++	+	+++
XI	Start preparations for a major ex-post impact evaluation in 2012, covering the civilateral sector, with a focus on the four rounds of TMF funding, MFS funding and SALIN funding.	++	+++	+
XII	Start a dedicated long-term research programme on Dutch-funded NGO support. Use a typology-driven selection of countries. Do it as a joint activity of the Ministry, Partos, the IS Academy and WOTRO, and involve Civicus. Link it to the knowledge and research strategy of DSI/MY and other MFA Departments. Involve Dutch and Southern research institutions in each of the country-specific research sub-programmes. Organize annual civilateral research workshops and two major conferences about MDGs, Governance and Civil society (2010 and 2015).	+	+++	++

Proposed time horizon

Year	Action	Who
2006 April-July	Follow-up TMF evaluation with Ministry staff; Include findings of TMF evaluation in policy theory (I/II)	DSI/MY + other thematic departments + Chief Scientist

	Specific meetings about the nine evaluation reports (I + II + III)	DSI/MY, with thematic departments + Partos/TMF Platform + selected NGOs + Steering Cee
	Follow up with Comm. Bikker (I, XI)	Steering Committee + DSI/MY
	Follow up with Parliamentarians (I)	Minister + DSI/MY + Steering Cee + TMF Platform
	Follow up with Media	DSI/MY + TMF Platform + Steering Cee
	Follow up with scientific and NGO community: workshop (I, XII) = first annual NGO research workshop	Steering Cee/ Berenschot + Partos/TMF Platform + DPRN/Ceres + Ministry
2006 Sept-Dec.	Use research results for an international book production (I)	Steering Cee + Research teams + selected NGOs
	Start of IS Academy on civil society (VII, VIII)	DSI/MY, CIDIN and Minister
	Clear mandate for DSI/MY and appointment of DSI knowledge manager (VII)	Minister + Plv Dgis/DEK
	Clear handing over and electronic archives procedures within Ministry (VII)	Minister + Plv Dgis + DDI
	Involve embassies in country/region-specific civil society assessments (VII)	Minister + DSI/MY + Coherence unit
	Start of long-term research programme on context and impact of civil society interventions (XII, IX)	DSI/MY with DCO/OC, (e.g.,) WOTRO and Partos
	Widen coverage of Partos and prepare Partos for an increased knowledge function (IV, IX)	Partos, TMF Platform, NGOs
	Develop web-portal with NGO information (VIII)	DCO/OC + DPRN + Partos
	Baseline document of objectives of all funded NGOs under MFS 2007-2010; Same for on-going activities of TMF and SALIN (XII)	DSI/MY (+ Comm. Bikker) DSI/MY
2007 Jan-June	Evaluation of MFS review process (III, XII)	DSI/MY (+ Comm. Bikker)
	Start systematic civil society building-related policy briefs and knowledge briefs (VI, IX)	DSI/MY, DCO/OC + WOTRO/DPRN and NCDO
	Assess the results of gender mainstreaming and the needs of reintroducing gender-specificity (III)	DSI/MY with DSI/VR (and IOB) + Minister
	Start systematic training and assessment of M&E practices in NGOs (VI)	Partos + IS Academy
	Second NGO research workshop (XII)	Partos + IS Academy
2007 Sept-Dec.	Follow-up activities thematic policy dialogue: formulation of theme-specific objectives for next round of MFS (II)	DSI/MY and other directorates
2008	Process analysis of MFS implementation (III, IV)	DSI/MY + Other directorates + Partos

	Include attention for civilateral sector in Multi-Annual Strategic Planning (VII)	Plv Dgis + DSI/MY
	Preparation of (enlarged? changed?) MFS framework for next period (V, X)	Minister + DSI/MY
	Third NGO research workshop (XII)	IS Academy + Partos
2008-09	Strategic Programme Evaluation of MFS and TMF (XI)	DSI/MY + IOB
2009	Launching of new MFS framework (II, V)	DSI/MY + Minister
	Fourth NGO research workshop (XII)	IS Academy + Partos
2010	Major conference: MDG+10 and Dutch civil society and knowledge support (VII, VIII, XII)	WOTRO/DPRN + Partos + IS Academy + Coherence Unit Ministry
2011	Evaluation of MFS-II decision making and new baseline document of objectives (V)	DSI/MY
	Fifth NGO Research workshop (XII)	IS Academy + Partos
2011-12	Major Ex-post Impact and Process Assessment of the Dutch support to the civilateral sector 2003-2010 (XI)	DSI/MY + IOB (+ WOTRO + Partos)
2012	Sixth NGO research workshop (XII)	IS Academy + Partos
2013	Seventh NGO research workshop (XII)	IS Academy + Partos
2014	Eighth NGO research workshop (XII)	IS Academy + Partos
2015	Major conference MDG+15 (VII, VIII, XII)	All parties

Appendix 1: Dutch and foreign NGOs, their institutional positioning, and TMF subsidies[85]

(in million Euros, and Core/Institutional = C, Programme = P, or Activity/Project funding = A), MFA directorate[86], underlined = received pre-TMF funding from MFA[87], in **bold** part of the thematic evaluation studies. * used to participate in TMF Platform in the beginning.

A: NGOs with an office in the Netherlands; Current members of TMF Platform and Partos

A-1 With TMF subsidies in the 2003-2004 rounds
Both Ends (1.0 + 2.6, P) DMW
ETC Foundation (2.8 + 2.9 + 1.5, P) DMW + DDE (+4.6, P for RUAF in 2005 round) DMW
European Centre for Conflict Prevention (1.6, P) DMV/VG
Het Nederlandse Rode Kruis (5.6, P, after appeal +6.9, P in 2005 round) DSI
Humanistisch Overleg Mensenrechten (2.0, C) DMV/MR
Interkerkelijk Vredesberaad IKV(3.0 later 4.2 after appeal, C) DMV/VG
Medisch Comite Nederland-Vietnam (2.4, P) DSI/SB
Mundial Productions (3.4, P) DCO/IC
Nederlands Instituut voor Zuidelijk Afrika (9.0, C) DMV/VG (+HR)
Pax Christi Nederland (5.0, C) DMV/VG
Press Now Foundation (6.0, C) DMV/VG
Radio Nederland Training Centre (3.5, P) DCO
Save the Children Nederland (0.5 + 1.2, P) DSI/SB
Solidaridad (11.0, C) DDE
Stichting Woord en Daad (11.4, P) DDE
Waste (3.7, P) DMW
Warchild Nederland (3.7, C) DMV/VG
Zoa Vluchtelingenzorg (3.5, P) DMV/VG

A-2 With TMF subsidies in the 2005-2006 rounds (idem)
Care Nederland (7.8, P) DMV
Dorcas Hulp Nederland (1.4, P) DMW
Evert Vermeer Stichting (0.6, P) MFA general
HealthNet (TPO) International (5.5, P) DSI
International Institute for Communication and Development (20.5, C) DCO
Nederlands Centrum voor Inheemse Volken (1.9, P) DMW
Stichting Edukans (4.1, P) DCO
Stichting Kinderpostzegels Nederland (2.0, P) DCO (recent addition to Partos)
Stichting Simavi (12.3, C) DSI
Stichting Vluchteling (3.0, P) DMV
Wemos (4.6, C) DSI
World Vision Nederland (5.1, P) DSI

B Idem; Current members of TMF Platform, but not of Partos

B-1 With TMF subsidies in the 2003-2004 rounds
Agromisa (1.0, P) DDE
Dutch Coalition on Disability and Development (0.2, P) (+ 0.7, P in 2006 round) DSI/SB
Fair Trade Assistance (1.0 + 0.9, P + A) DDE

Free Voice (formerly St. Communicatie Ontwikkelingssamenwerking) (7.6, C) DCO
Health Action International (0.4, P) DSI/SB
Interface for Cycling Experts (1.7, P) DMW
Mama Cash (1.5, C) (+ 4.5, C in 2006 round) DSI/VR
Netherlands Institute for Multiparty Democracy (17.0, C, after appeal 31.0) DMV/VG
Oikocredit (3.0, C) DDE
Stichting Max Havelaar (0.7, C) DDE
Stichting Onderzoek Multinationale Ondernemingen SOMO (0.8, P) DDE
Strohalm (3.5, P) DDE (used to be a member of Partos, but no longer)
Wereld Natuur Fonds, Milieudefensie, IUCN-Nl (15.1, P) DMW
Wereld Natuur Fonds (WWF International) (3.2, P) DMW

B-2 With TMF subsidies in the 2005-2006 rounds
-

C Idem; Current members of Partos, but not of the TMF Platform

C-1 With TMF subsidies in the 2003-2004 rounds
ILEIA, Centre for Information on LEISA (4.0, C) DDE
KNCV Tuberculosefonds (4.0, P) (+12.0 in 2006 round, P) DSI/SB
Oneworld International Foundation* (0.6, P) DCO
World Population Foundation* (2.9, C) DSI/VR (+SB)

C-2 With TMF subsidies in the 2005-2006 rounds
Agriterra* (4.5, P) DDE
Aqua for All (9.3, P) DMW
CMC Mensen met een Missie (15.5, P) DMV
Dokters van de Wereld (1.2, P) DSI
Institute for Sustainable Commodities ISCOM (0.4, P) DDE
Landelijke Vereniging van Wereldwinkels* (1.8, P) DDE
Nederlands Helsinki Comite* (2.3, P) DMW
Seva Foundation* (4.9, P) DCO
SOS Kinderdorpen (1.2, P) DCO
Stichting Heifer Nederland (1.2, P) DDE
Stichting Red een Kind (7.3, P) DDE
Stop Aids Now (6.2, P) DSI
VSO Nederland* (4.5, P) DSI

D NGOs with an office in the Netherlands, receiving TMF subsidies, but neither member of TMF Platform, nor of Partos

D-1 With TMF subsidies in the 2003-2004 rounds
Bernard van Leer Foundation* (0.6, P), DSI/SB
BirdLife International (Vogelbescherming Nederland) (3.2, P) DMW
Center for International Legal Cooperation (2.1, P, after appeal) DMV/VG
Clean Clothes Campaign (0.8, P) DDE
Connect International (Stichting) (0.3, P) (+ 1.8 in 2006 round) DMW
Defence for Children International (0.4, P) DSI/SB
Duurzaam Geintegreerd = Facet BV, Fair Trade Ass., SMO (1.0, P) DDE
Global Network of People Living with HIV AIDS (0.7, P) DSI/SB

Het Waterhuis (0.4, P) DCO/IC (culture)
Human Rights Education Associates (0.2, P) DMV/MR
IntEnt (2.2 after appeal, P) DDE
International Aids Vaccine Initiative (10.2, C) DSI/SB
International Confederation of Midwives (0.5, C) DSI/SB
International Federation of Health and Human Rights Organizations (0.6, P) DMV/MR
Int. Informatiecentrum en Archief voor de Vrouwenbeweging (0.4, P) DSI/VR
International Service for Human Rights (connected with SIM) (0.5, C) DMV/MR
IUCN (International Union for the Conservation of Nature) Neth. Committee (2.8, P) DMW
Kerkinactie* (1.6, P) DMW
Liliane Fonds* (4.0, C) DSI/SB
Pharmaccess International* (2.0, P) DSI/SB
Practica Foundation (0.5, P) DDE
Sharenet (0.4, C) DSI/SB
Spolu International Foundation (0.9, C) (+ 1.9, P in 2006 round) DMV/MR
TNI Transnational Institute (1.0, P) (+ 4.7, P in 2005 round) DMV/VG
Vereniging Milieudefensie* (0.4, P) DMW (+ 3.5, P in 2006 round) DMW
Vereniging Nederlandse Gemeentes* (2.0, P) DMV/VG (currently under DEK/BA)
Waag Society (0.8, P) DCO
World Press Photo* (2.0, P) DCO
Zuid-Noord Federatie/South North Federation* (1.4, P) DDE

D-2 With TMF subsidies in the 2005-2006 rounds
Avalon Foundation (1.1, P) DDE
Choice, for Youth and Sexuality (0.8, P) DSI
Climate Centre – Red Cross/Red Crescent (1.3, P) DMW
COC Nederland (7.6, P) DSI
Fair Wear Foundation (1.4, C) DDE
Friends of the Earth International/Milieudefensie (2.2, P) DMW
Gender and Water Alliance (3.3, P) DMW
Global Reporting Initiative (2.5, P) DDE
Hubert Bals Fund International Film Festival (2.5, P) DCO
Institute for Environmental Security (1.6, P) DMW
Institute of Environmental Sciences Centrum voor Milieustudies Leiden (2.5, P) DMW
International Dispensary Association (5.1, P) DSI
Milieucontact Oost Europa* (1.3, P) DMW
Nederlandse Vrouwen Raad (2.6, P) DMW
Netherlands School of Public and Occupational Health (1.4, P) DSI
Rutgers Nisso Group (5.0, P) DSI
Society for International Development (0.9, P) DMV
Stichting AIDEnvironment (3.3, P) DMW
Stichting Aids Fonds – Soa Aids Nederland (10.2, P) DSI
Stichting Health Foundation (3.3, P) DSI
Stichting Mainline (2.9, P) DSI
Stichting Theatre Embassy (0.8, P) DCO
Wereldkinderen, Vereniging voor Kinderwelzijn (0.8, P) DSI
Wetlands International (6.2, P) DMW
Women in Europe for a Common Future (2.4, P) DMW
World Granny (0.3, P) DSI

E. Dutch Members of TMF Platform and/or Partos, but without TMF subsidies (almost always because they never applied, or are not eligible)

Adra Nederland (Partos)
AMREF (Platform + Partos)
Academic Training Association (Partos)
Association for Small African Projects (Partos)
BBO (Partos)
Centre for Safety and Development (Partos)
Centrum Ontmoeting der Volkeren (Partos)
Clat Nederland (Platform + Partos)
(Cordaid, Co-financing agency) (Partos)
COS Nederland (Partos)
CSD (Partos)
Habitat Platform (Partos)
(HIVOS, Co-financing agency) (Partos)
(ICCO, Co-financing agency) (Partos)
ICT3O (Platform)
International Association for Human Values IAHV (Partos)
KIT, Koninklijke Instituut voor de Tropen (Partos)
Kontakt der Kontinenten (Partos)
Landelijk Beraad Stedenbanden Nederland Nicaragua (Partos)
Leprastichting (Partos)
Melania (Partos)
(NCDO, Nationale Commissie Duurzame Ontwikkeling) (Partos)
Nedworc Association (Partos)
(Oxfam NOVIB Co-financing agency) (Partos)
(Plan Nederland/Plan International Co-financing agency) (Partos)
Prisma (Platform + Partos)
(PSO, Personele Samenwerking Ontwikkelingslanden) (Partos)
(SNV, Stichting Nederlandse Vrijwilligers/ Netherlands Development Organization) (Partos)
Stichting Doen (Partos)
Stichting Oikos (Partos)
Tamara (Partos)
Tamsarya (Partos)
Stichting Wilde Ganzen (Partos)

F Other Dutch NGOs getting pre-TMF funding from MFA but without ever getting TMF subsidies (R = applied but rejected; N = never applied)

Africa Legal Aid (Maastricht) (N)
Afrikaanse Vrouwen Solidair (N)
Amsterdams Historisch Museum (N)
Amsterdam Institute for International development (N)
Anne Frank Stichting (N)
Architecture International Nederland (N)
Artsen Zonder Grenzen (N)
Belle van Zuylen Instituut (N)
Buitenspel (N)
Cochrane Stichting (R)
Comburundi (Nederlands Comitee Burundi) (N)
Crossing Border Festival (N)

De Balie (N)
Dreliefa (N)
ECDPM (N)
Ecooperation (N)
Female Factory Amsterdam (N)
Filippijnen Groep Nederland (N)
Film Festival Rotterdam (N)
Fondad Forum on Debt and Development (N)
Fonds voor Podiumkunsten (N)
Forum Nederland Indonesië (N)
Habitat Stad (N)
Holland Festival (N)
Holland World Youth (N)
IDFA Documentary Festival Amsterdam (N)
IHS Institute for Housing and Urban Development (N)
Instituut voor Milieu en Systeemanalyse (N)
Instituut voor Publiek en Politiek (N)
International Alliances, The Hague (N)
Inzet (N)
IRC International Water and Sanitation Centre (N)
ISIM Rights at Home (N)
Jan Vrijman Fonds (N)
Johannes Wier Stichting (N)
Kinderen in de Knel (N)
Maarten Lutherkerk (N)
Martin Ennels Foundation (N)
MIXT Stichting Interculturele Projecten (N)
Nederlands Genootschap Vrouwenstudies (N)
Nederlands Film Festival (N)
Nederlands Film Museum (N)
Nederlandse Toonkunstenaars Bond (N)
Nivel (N)
NOC*NSF (N)
Onderzoek en Documentatie Latijns Amerika (N)
Overleg Orgaan Geestelijke Gezondheidszorg (N)
Poetry International (N)
Prins Claus Fonds (N)
PUM (N)
Rijksmuseum voor Volkenkunde Leiden (N)
Rust en Vredekerk (N)
Saronkerk (N)
SNZA Stichting Nieuw Zuid Afrika (N)
SOH (N)
Sphinx (N)
Stichting Amstelstad (N)
Stichting Blue Moon (N)
Stihting Habitat Forum (N)
Stichting IFLA congres (N)
Stichting Salt2000 (N)
Stichting Onderstening Molvena (N)
Stichting Op Kleine Schaal (N)
Stichting Przwalskipaarden (N)
Stichting Steun Remigranten (N)
Stichting Surinamika (N)
Stichting Tropenbos (N)
Stichting Uitwisseling en Studiereizen (N)
Stichting Voem (N)
Stichting Tegen Vrouwenhandel (N)
Thalia Toneel (N)
Theater Lanteren/Venster (N)

Theatre Day Productions (N)
The Hague Appeal for Peace (N)
TOOL (N)
Trustfonds Rijksacademie Beeldende Kunsten (N)
VENA Onderzoek en Documentatie (N)
Vereniging Waterleidingbedrijven Nederland (N)
Vereniging Nederland Palestina (N)
Vraag en Aanbod Internationaal (N)
Vrouwenberaad Ontwikkelingssamenwerking (N)
Water and Sanitation Centre (N)
Werkgroep Zending Werelddiakonaat (N)
XminY (N)

G Foreign NGOs (no office in the Netherlands) with TMF subsidies

G-1 With TMF subsidies in the 2003-2004 rounds
African Wildlife Foundation (5.0, P) DMW
Arias Foundation for Peace and Human Progress (0.6, P) DSI/VR
Article XIX (0.4, C) DMV/MR
Association for the Prevention of Torture/World Organization Against Torture (0.2, A) DMV/MR
Building Partnerships for Development in Water and Sanitation (0.3, P) DSI/SB
CILC Centre for International Legal Cooperation (2.1, P) DMV/VG
Centro de Gestion Tecnologica (1.7, P) DDE
Coalition to Stop the Use of Child Soldiers (0.8, C) DMV/VG
Consumers International (0.8, P) DDE
Coordination of Action Research on AIDS & Mobility – Asia (3.8, C) DSI/SB
European Centre for Common Ground (2.5, P) DMV/VG
Family Care International (0.8, P) DSI/SB
Fauna and Flora International (2.6, C) DMW
Federation Internationale des Ligues des Droits des Hommes (0.6, C) DMV/MR
Femmes Africa Solidarité (0.6, C) DSI/VR
Forest Peoples Programme/FERN/World Rainforest Movement (1.1, P) DMW
Forest Trends (0.7, P) DMW
Fresh Water Action Network (WaterAid) (0.4, P) DMW
Global Witness Limited (0.7, P) DMV/MR
Handicap International Belgium (1.5, P) DMV/De-mining
IBFAN (International Babyfood Action Network)-GIFA (2.8, C) DSI/SB
Institute for War and Peace Reporting (1.4, C) DMV/VG
International Alert (1.6, C) DMV/VG
International Association for Religious Freedom (0.2, P) DMV/MR
International Centre for Diarrhoeal Research, Bangladesh (4.0, C) DSI/SB
International Centre for Research on Women (2.0, P) DSI/VR
International Centre for Trade and Sustainable Development (ICTSD) (1.2, P) DMW
International Council on Human Rights Policy (0.6, P) (DMV/MR)
International Crisis Group (0.8, C) DMV/VG
International Development Enterprises (6.9, P) DDE
International Federation of Agricultural Producers (4.7, P) DDE
International Freedom of Expression Exchange (0.5, C) DMV/MR
International HIV/AIDS Alliance (0.7, P) (+ 1.5, P in 2005 round) DSI/SB
International Network of Alternative Financial Institutions (1.2, P) DDE
International Planned Parenthood Federation (17.2, C) DSI/SB

International Union for the Scientific Study of Population (0.6, C) (DSI/SB)
International Women's Health Coalition (0.4, P) DSI/VR
International Women's Rights Action Watch –Asia Pacific (0.8, P) DSI/VR
INTRAC (1.7, P) (DSI/SB)
IPAS (3.2, C) DSI/SB
Marine Aquarium Council (0.5, P) DMW
Mines Advisory Group (8.0, P) DMV/De-mining
Municipal Development Programme (1.2, P) DMV/VG
Network Women in Development Europe WIDE (0.6, P) DSI/VR
Norwegian People's Aid (9.0, P) DMV/De-mining
Partners in Population and Development (0.4, C) DSI/SB
Penal Reform International (1.6, C) DMV/MR
Philippine Centre for Water and Sanitation (2.0, P) (DMW)
Population Services International (8.0, P) DSI/SB
Reproductive Health Matters (0.3, C) DSI/SB
Saferworld (0.6, P) DMV/VG
Skat Foundation (0.3, P) DSI/SB (+0.7, P in 2005 round) DMW
Stockholm Environment Institute (0.8, P) (DMW)
The European Network for Debt and Development (EURODAD)(0.8, C) MFA general
The Halo Trust (21.4, P) DMV/de-mining
The Media Diversity Institute (0.3, P) DMV/VG
Union Mondiale pour la Nature (0.8, P) DMW
Urgent Action Fund for Women's Human Rights (0.3, P) DSI/VR
VAMOS (1.8, P) DDE
WaterAid (2.0, C) DMW
Women's Environment and Development Organization (0.1, P) DSI/VR
World Alliance for Breastfeeding Action WABA (1.2, P) DSI/SB
Yayasan Dian Desa Yogyakarta (1.1, P), DMW

G-2 With TMF subsidies in the 2005-2006 rounds
AIDS Foundation East West AFEW (3.2, P) DSI
Alliance of Mayors and Municipal Leaders on HIV-AIDS in Africa (1.5, P) DSI
Association for Progressive Communications (2.4, C) DCO
Anti-Slavery (0.3, P) DMV
Centre on Housing Rights and Evictions (0.6, P) DMV
Collaborative Learning Project CDA (0.9, P) DMV
Consumer Unity and Trust Society (1.5, P) DDE
Energy through Enterprise (4.1, P) DMW
European Parliamentarians for Africa (3.3, P) DMV
Fondation Hirondelle (1.3, P) DMV
Free Energy Foundation (1.1, P) DMW
Geneva Initiative on Psychiatry GIP (3.0, P) DSI
Huridocs (0.2, P) DMV
Inter-African Committee (0.6, C) DSI
International Fellowship of Reconciliation (2.2, P) DSI
International Helsinki Federation Human Rights (0.8, C) DMV
International Rehabilitation Council Torture Victims (3.9, C) DMV
International Restruct. Educ. Network Europe (1.0, P) DDE
International Women's Tribune Centre (1.5, P) DSI
Inter Press Services (2.7, C) DCO

Local Governments for Sustainability (0.5, C) DMW
Marie Stopes International (2.0, C) DSI
Minority Rights Group International (0.7, C) DMV
Organisation Mondiale Contre La Torture (0.8, C) DMV
Partners for Democratic Change (1.1, P) DMV
Population Council (2.0, C), DSI
Red de Salud Mujeres LA y del Caribe (0.4, P) DSI
Religions for Peace WCRP (1.8, C) DMV
ShoreCap Exchange (1.2, P) DDE
The Music Mayday Foundation (0.6, P) DCO
The Schumacher Institute for Technology and Development ITDG (4.5, P) DMW
The South South North Trust (3.9, P) DMW
Transparancy International (3.0, C) DMV
Youth Development Network (1.3, P) DDE
Women's Global Network for Reproductive Rights (0.8, P) DSI
World Resources Institute (6.0, P) DMW

H. Foreign NGOs getting pre-TMF funding from MFA but without ever getting TMF subsidies (R = applied but rejected; N = never applied)

3XM (More message in the media) (R)
Advocacy International (N)
African Commission Human + People's Rights (N)
African Population Advisory Council (N)
African Public Radio (N)
African Society for Int. Comparative Law ASICL (N)
ALADIN Association for Law & Administration (N)
Alan Gutmacher Institute (N)
Alternative Information Network (N)
American Refugee Committee (N)
ANEM (Independent Radio Stations) (N)
APCGB Association Progressive Communication (N)
APNET African Publishers' Network (N)
Arab Institute for Human Rights (N)
ARIS Anti Racism Information Centre (R)
Asian Harm Reduction Network (N)
Asian Media Information & Communication Centre (N)
BBC World Service Training Trust (N)
Biennual Town Planners (N)
Biotechnology Trust of Zimbabwe (N)
Bookaid International (N)
Cairo Institute for Human Rights (N)
Caribbean Feminist Action (N)
Caritas (N)
Carter Centre (R)
CASAD (N)
Catholic Child Bureau (N)
Catholic Relief Services (N)
Centre for Democratic Advancement (N)
Centre for Europe's Children (N)
Centre for Justice and International Law (N)
Centre for Policy Dialogue (N)
Centre for Science and Environment (N)
Chechnya Justice Project (N)
Children Performing Arts Workshop (N)
CHRI (N)

CISP Intern. Comm. For dev. Of People (N)
CLO Civil Liberties Organization (N)
Coalition for International Justice (N)
COFADEH (N)
Collaborative for Development Action (R)
Colombine (N)
Communications for Development (N)
Conflict Management Group (N)
Constitutional Rights Project (N)
Council on Health Research for Development (R)
DAWN Dev. Alternatives for a New Era (N)
Development Networking (TIPS programme) (N)
Development Policy Management Forum (R)
DKT (N)
Earth Times Foundation (N)
Earthcouncil (N)
El Taller (N)
Emergency Nutrition Network (R)
ENDA (R)
Enfants du monde (N)
EPP Engendering Peace Process (N)
European Council on Refugees and Exiles (N)
European Journalism Centre (N)
European Network Street Children Worldwide (R)
Fellowship for Reconciliation (N)
FEMPRESS Chili (N)
FJE Federation of European Journalists (N)
Forest Stuartship Council (N)
Forum du Tiers Monde (N)
GEMDEV (N)
Global March against Child Labour (N)
Global Water Partnership (N)
GLOBE (Legislation for a Balanced Environment) (R)
GRAIN (Genetic Resources Action Int.) (N)
Group for International Solidarity (N)
Habitat International (N)
HelpAge International (R)
Human Rights Committee Argentina (N)
Human Rights Committee Honduras (N)
Human Rights Information & Document. Centre (N)
HURDEC Human Resources Development (N)
IAGSF Interagency Group Safe Motherhood (N)
IAJ Advancement of Journalism (N)
ICBL Campaign to Ban Landmines (N)
ICCIDD Committee for Iodine Deficiency Diseases (R)
ICDC Intern. Code Documentation Centre (N)
ICLEI (Int. Council for Local Environmental Initiatives) (N)
ICOM Intern. Council of Museums (N)
IDEA Democracy & Electoral Assistance (N)
IDF Intern. Dialogue Foundation (N)
IDRC Intern. Dev. Research Centre (N)
IFMSA (N)
IFOAM Organic Agricultural Movement (N)
IHFFC Humanitarian Fact Finding (N)
IIED International Institute For Environment and Development (R)
IISD International Institute for Sustainable Development (N)
IMSSA Independent Mediation Service (N)
INPIM Network Participatory Irrigation (N)
Institute for Women's Leadership (N)
Intendance (N)

International Commission of Jurists (N)
International Energy Initiative (N)
International Fund for Animal Welfare (N)
International Medical Corps (N)
International Organization for Migration (N)
International Peace Academy (R)
International Rescue Committee (N)
International Federation of Journalists (N)
ISHHR Intern. Social Health Human Rights (N)
IULA (Int. Union of Local Authorities) (N)
JEMSTONE training for journalists (N)
Kurd Foundation for Human Rights (N)
LACWHN Women's Health Network (N)
Life and Peace Institute (N)
Lutheran World Federation (N)
Malaysian Aids Council (N)
MWENGO (N)
North South Centre (N)
Norwegian Refugee Council (N)
Nyerere Foundation (N)
OBOR (N)
Office Inter-Congolese National Dialogue (N)
OPCW Org. Prohibition Chemical weapons (N)
PANOS (R)
Parliamentarians against Apartheid (N)
Parliamentarians for Global Action (N)
Parliamentary Practice Project (N)
Peace Child (N)
Pharmaciens sans Frontiere (N)
Plant Resources of S.E. Asia Foundation/PROSEA (R)
RAINBO Reproductive Rights (N)
Rainforest Medical Foundation (N)
Research on Poverty Alleviation (N)
Responding to Conflict (N)
SARAI New Media Initiative (N)
Search for Common Ground (R)
Small Arms Survey (N)
Society for the Preservation of Afghanistan Culture (N)
Tearfund (N)
The Advocacy Project (N)
The Pesticides Trust (N)
Third World Network (N)
Tides Centre (N)
Timach (N)
TPO Transcultural Psychosocial Organization (R)
Trust for the Americas (N)
TVE (Television Trust for the Environment) (N)
United Methodist Comm on Relief (N)
Union for Democracy and Human Rights in Iran (N)
WACC Christian Communication (N)
War Torn Societies Project (WSP) (N)
Women's Cross Cultural Exchange Programme (N)
Women's Health Action (N)
Women's Tribune Centre (N)
Workshop Gender and Economic Reforms (N)
World Commission on Forests (N)
World Federation Mental Health (N)
WWB Women's World Banking (N)
YMCA (N)
ZIMMEDIA film production 'Africa Mama' (N)

Appendix 2: MFA subsidy plan used during the selection of TMF organizations

1. Conditions for organizations (article 2.3.2)

Organizations[88] that wish to obtain a TMF subsidy must meet the following minimum conditions:

Focused (in part) on structural poverty reduction Be socially embedded (social support) Have partner relationships Organizational culture and working methods characterised by: - demand-orientation - analyses of poverty processes - equality in relationships with partner organizations, including mutual accountability reporting - contribute to building organizations and strengthening the local social (civil society) structure in developing countries - contribute to increased coherence between policy development in developed and developing countries - contribute to strengthening support for developmental co-operation - ensure efficient and effective execution of activities - willing and able to develop and apply systems of quality care - periodic reporting to members, donors and financiers regarding progress in realising objectives, results achieved, amounts expended - innovative ability

2. Procedural conditions (articles 2.3.10 to 2.3.13)

Conditions	Specifications
General	Subsidy is issued per year for a maximum period of four years Subsidy ceiling is 65% of annual expenditures. Subsidy requests below €100,000 are ineligible Policy plans must be publicised at least 12 months prior to start of the subsidy period (in Staatscourant) Requests must be submitted by 1 May in the year prior to the start of the subsidy period. Decisions will be issued at least three months prior to the start of the subsidy period
Organization	The subsidy request must contain the following information: History, mission and working methods of the organization Intervention strategies used by the organization Partnerships, including the type of partnership, size of the partnership, policy regulating the partnership Manner in which third parties are allowed influence and degree to which decisions in one organization lead to changes in policies and programmes in the other Manner in which organizations contribute to increasing support from third parties for their activities and for the effects they generate Organizational form and formal frameworks that are relevant to how the organization functions Manner in which effective and efficient use of resources is guaranteed Manner in which progress and programme and policy quality are monitored Financial management
Activities	The following information must be included in the description of the proposed activities: The role played by the subsidy in realisation of the organization's mission and ensuring its continuity Relationship between the request and the subsidy objectives described in the subsidy plan and based on the policy plans Relationship between objectives, resources and results Budgeted income, expenses, including explanation Degree to which proposed activities have a sustainable effect, including information on how that effect is sustainable Critical factors for realisation of results and limitation of recognised risks

	Consequences of failure to obtain budgeted amounts from third parties Plans for reports related to the organization's objectives

Appendix 3: TMF request and evaluation procedure

1. TMF programme committee tasks

The most important tasks of the TMF programme committee were as follows:

Defining the evaluation framework, including the scoring system
Defining the processes and data
Defining the reporting format used by the thematic directorates
Evaluating the reports issued by the thematic directorates
Comparing the reports and making corrections where necessary (e.g., in cases involving a lack of balance between themes or in the distribution of large and small subsidies)
Presentations for the authorities, processing of the resulting comments/instructions
Making recommendations for the next subsidy round

2. Request template

The TMF subsidy request template, which was not mandatory, is summarised below:

Section 1: General data	Contact data Theme Active in (region / countries) Type of financing Requested budget Brief summary (objective, results, activities and countries)
Section 2: Mission, objectives and relationship with the environment	History and mission / central objective Details regarding specific points of departure for development Relationships with stakeholders in the North and South Innovative ability Support from third parties
Section 3: Internal organizational model	Legal structure Effectiveness and efficiency (with regard to use of available resources: HR policy, culture, infrastructure, systems) Monitoring and evaluation and quality management Financial control structure
Section 4: Subsidy proposal	Explanation of the proposal Goals and resources Sustainability and impact Monitoring and reporting

3. Framework for the evaluation of TMF subsidy requests

The scoring system used to evaluate subsidy proposals is summarised below:

No.	Topic	Maximum possible score
1.	Developmental relevance – contributes to poverty reduction Poverty-impact of the proposal Link with education, HIV/AIDS, environment and water, reproductive health, pps, Africa	 2 points 3 points
2.	Contributes to policy plans within the theme	5 points
3.	Innovative character of the proposal Thematic – content renewal Methodology renewal Renewal of co-operation between organizations	 2 points 2 points 1 point
4.	Contributes to sustainable development of the organization Fit between proposal and organization type Relationship between proposal size and organization size Professionalisation of the organization	 2 points 2 points 1 point
5.	Consistency and clarity in the proposal (DRAM)	

	Link between objectives and results Link between results and activities Link between activities and resources	2 points 2 points 1 point
6.	Degree to which the envisaged results are SMART Specific, measurable results Acceptance and realistic content Timelines	 2 points 2 points 1 point
7.	Efficient use of resources Price – quality ratio North – South distribution of budget	 3 points 2 points
8.	Monitoring, evaluation and quality management Quality Monitoring – methodology Monitoring – feedback Evaluation	 2 points 1 point 1 point 1 point
9.	Effects Impact on other initiatives Impact on social processes in the South Social processes in NL or EU	 2 points 2 points 1 point

4. Organization analysis

The organization analysis (based on the COCA[89]) included the following topics:

No.	Topic	Maximum possible score
1.	Support in Dutch society Involvement of citizens, private organizations and companies in the development and implementation of the organization's policy Amount contributed by private sector (general public and companies) in NL Strategic alliances Quality of external communication	 2 points 1 point 1 point 1 point
2.	History and mission Relationship between mission and poverty reduction Reputation and experience	 3 points 2 points
3.	Intervention strategy Quality of the strategic plan Choices (work area, approach)	 3 points 2 points
4.	Dynamics of relationships with partner organizations Position of Southern partners in organization's management structure Influence of Southern partners on decision making Exchange of personnel Selection of partner organizations	 1 point 1 point 1 point 2 points
5.	Dynamics of relationship with other stakeholders Organizations in the field International donor community Private sector	 2 points 2 points 1 point
6.	Results Contribution of results achieved to mission Sustainability of results achieved	 2 points 3 points
7.	Structure and culture Composition of board Role of board Organizational structure Organizational culture	 1 point 1 point 2 points 1 point

5. Objection and appeal procedure

An objection and appeal procedure is also in place for TMF requests. The purpose of the procedure is three-pronged: it offers the requestor (organization) legal protection against randomness on the part of the government; the process of review increases the quality of administrative decision making; and creates full clarity regarding points of conflict, which is useful in cases in which an appeal is taken to the courts. There are a number of phases in the objection and appeal procedure.

Phase	Explanation
Evaluation of the objection	Is the objection eligible for consideration (was it submitted before the deadline stipulated by law by an interested party)? If not, the decision is limited to declaring the objection ineligible, including the reasons If so, the decision must be reconsidered
Determination of the scope of the review	What decision points must be reconsidered?
Consultation of interested parties	Interested parties are given the opportunity to explain their objection during a hearing The arguments of the different parties are exchanged during a hearing (explanation of the objection, explanation of policy), creating support for the different points of view and, in many cases, the basis for a practical solution
Decision regarding objection (Note that decisions regarding objections must be issued within six weeks of submission of the objection. This period can be extended once for a maximum of four weeks. The decision must include an appeal clause)	Objection is declared unjustified if no reasons for reversing the decision are uncovered If the original decision is correct, but did not contain the required reasons, the reasons can be given decision regarding the objection Objection is declared justified if the decision is incorrect

Appendix 4 TMF evaluation milestones

Table 16 below lists the most important milestones reached during execution of the TMF evaluation (October 2004 – April 2006).

Table 16 Milestones of the TMF Evaluation exercise

Date	Milestone
October 2004 – January 2005	Preparatory activities completed by the research secretariat (preliminary study of distribution of TMF subsidies, selection of topics and TMF-financed organizations for sub-studies, publication of Terms of References). Two meetings with the steering committee to define working methods and various documents.
February-May 2005	Selection of the research teams for the nine sub-studies by the steering committee and introductory discussions with the research teams (including discussion of individual points in the offers).
June 2005	Submission of definitive action plans by the research teams.
28 June 2005	First TMF study day: the objective was to inform the different stakeholders and to conduct plenary discussions regarding the definitive action plans for the sub-studies.
6 October 2005	Second TMF study day: plenary discussions regarding the progress and working methods of the evaluation, with the different stakeholders and discussions regarding the draft progress reports with the management committees.
19 and 20 December 2005	Progress meetings between the sub-study project leaders, the steering committee, the advisory board and representatives of the thematic directorates. The objective was to monitor progress and to give the steering committee the opportunity to make any adjustments to content that may have been necessary and to harmonise the different sub-studies.
17 January 2006	Feedback day for the sub-study Added Value. CIDIN organised an afternoon session for all TMF organizations that were under evaluation. Researchers reported their findings and discussions were conducted regarding the terms ‘own value’ and ‘added value’.
1 February 2006	Submission of the first draft of the final sub-study reports. The steering committee, advisory board and policy employees of MFA issued comments regarding these reports.
2 and 3 February	Monitoring & Evaluation workshops were held to present the conclusions of the monitoring and evaluation study. Discussions were conducted regarding possible improvements to monitoring and evaluation in the new system.
28 February 2006	Deadline for submission of the second drafts of the final sub-study reports
15 March 2006	Definitive versions of the final sub-study reports
24 March 2006	Delivery of first draft of synthesis report
3 April 2006	Delivery of second draft of synthesis report
18 April 2006	Delivery of definitive version of the synthesis report by the TMF evaluation steering committee

Appendix 5: TMF Evaluation study: NGOs included in the cross-cutting studies

Monitoring and Evaluation study:
Practica Foundation, Centre for Information On Low Ex Input, Stichting Woord en Daad, Fair Trade, Solidaridad, Both Ends, ETC Foundation, Wereld Natuur Fonds Milieudefensie & Netherlands Committee for IUCN, Kerk in actie, Waste, Vereniging Milieudefensie, PharmAccess International, International Aids Vaccine, Interface for cycling expert, Medisch Comité Nederland-Vietnam, Save the Children Nederland, KNCT Tuberculose Fonds, International Confederation of Midwives, World Population Found, Humanistisch Overleg Mensenrechten, Institution For Multiparty Democracy, Interkerk Vredesberaad, NIZA, Pax Christi Nederland, Press Now, Spolu International Foundation(Roma), Transnational Institute, VNG, Warchild, Europees Centrum voor Conflict Preventie, , ZOA Vluchtelingenzorg, Mundial Productions , Radio Nederland / RNTC, Stichting Communicatie Ontwikkelingssamenwerking / Free voice.

Added Value Study:
Agricord / IFAP, Arias Foundation, Birdlife, Both Ends, Centro de Gestion Tecnologica (CEGESTI), Clean Clothes Campaign, Coordination of Action Research on AIDS & Mobility - Asia (CARAM), Eurodad, Fair Trade, Fauna & Flora International, Forest Trends, Freevoice, IBFAN-GIFA, Institute for Multiparty Democracy, Interface for cycling expertise, International Aids Vaccine Initiative, International Development Enterprises, International NGO Training and Research Centre (INTRAC), IUCN, Lilianefonds, Medisch Comite Nederland-Vietnam (MCNV), Municipal Development Programme, Partners in Population and Development (PPD), Pharm Access International, Population Services International, Practica Foundation, VNG, Wateraid, Connect International, Skat Foundation, Norwegian People's Aid, Handicap International Belgium, Bernard van Leer Foundation, Internationaal informatiecentrum en archief voor de vrouwenbeweging, Kerk in Actie, Agromisa, WASTE, DCDD (Dutch Coalition on disability and development), Duurzaam geintegreerd: Facet BV, Fair trade association, SMO, IMD, Max Havelaar, Penal Reform International, International association for religious freedom , Building Partnerships for development in water and sanitation, Consumers International, Global Witness limited, Coalition to stop the use of child-soldiers, Fresh water action network, Wateraid.

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Appendix 7: Evaluation studies for this research

PB Evaluatierapport Thematische Medefinanciering (TMF) Deelstudie (A) Vredesopbouw (in English); Triple L bv (Sultan Barakat, Richard Jones, Gerd Junne -teamleader-, Guus Meijer, Abdullah A. Mohamoud, Willemijn Verkoren).

HR A Human Rights-Based Approach to Development. The Theme-based Co-financing Programme & Human Rights University of Tilburg/IVA (Willem van Genugten – teamleader -, Anna Meijknecht, Hans Moors, and Wouter Vandenhole in collaboration with Jolijn van Haaf, Teunis IJdens, Nicola Jägers, Marjolein van Oort, and Marjan Vermeulen).

BD Evaluation of the Theme-based Co-financing (TMF) Programme – Lot 3: Biodiversity Conservation and Poverty Alleviation; Wageningen International, formerly IAC (Arend Jan van Bodegom – teamleader -, Timothee Fomete, Mine Pabari, Nico Rozemeijer, Lotje de Vries, Winfried Zettelmeyer)

Com Evaluation of the Theme-based Co-financing Programme; Final Report of the study: Communication; CDP, Utrecht, in collaboration with Pauka & de Groot (Paul Sijssens -teamleader-, Tom Pauka, Lidwi de Groot, Oziniel Kibwana, Dick Bol.).

HIV HIV/AIDS sub-study Evaluation of the Theme-based Co-financing Programme Final Report; Management and Communication Research Centre; Utrecht University (J. Boesekool – teamleader -, F.J.A. van Eekeren, M.A.Kan, M.A. Oomen-Myin, N. Nshakira, E. Roos, G. de Wet).

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M&E Put Practice into Learning and Learning into Practice; Evaluation of the Theme-based Co-financing Programme, Cross-cutting study Monitoring and Evaluation; Final Report; MDF Ede and IAC Wageningen (Hans Rijneveld – teamleader -, Jim Woodhill, Sjoerd Zaanen, Simone van Vugt, Klaas Steur, Hettie Walters, Marie-José Niesten, Jan Brouwers, Dick van Blitterswijk, Cecile Kusters, Johan Lammers).

AV The added value of TMF. CIDIN Nijmegen (Lau Schulpen – teamleader - , Frans Schuurman, Paul Hoebink, Willem Elbers, Anouka van Eerdewijk, Jolanda van Cooten, Elles Veldman, Lyanne Woltjer, Judith Westeneng, George Owusu (Ghana) Werner Schlienz (Nicaragua), Adalbert Kamanzi (Uganda), Nguyen Thi Kim Dung (Vietnam)). Includes four country reports: Vietnam, Nicaragua, Ghana and Uganda.

Appendix 8: Basic research questions Terms of Reference

Introduction

Main research questions

The studies to be carried out as part of the evaluation of the Theme-Based Cofinancing (TMF) programme are intended to provide insight into how, and to what extent, the organisations involved contribute to structural poverty reduction through direct poverty alleviation and civil society building, and by influencing policy.

The following research questions must therefore be answered.

1. *To what extent are TMF organisations efficient and effective?*
2. *To what extent are their activities (or 'interventions') relevant and sustainable?*
3. *What are the effects of interventions by or involving developing-world NGOs that are partly financed by TMF organisations?*
4. *To what extent do TMF organisations have the capacity to learn?*

Defining the concepts

The criteria for evaluation are the key concepts in the above research questions. These criteria – efficiency, effectiveness, relevance, sustainability and capacity to learn – are briefly defined below. The researchers should indicate which criteria are most relevant to a given study, what indicators will be used to answer the questions and how the research will proceed (i.e. the plan of action).

Effectiveness

The extent to which the pre-established goals have been achieved and the extent to which the policy and the grant programme have helped to achieve those goals. The goal of TMF is structural poverty reduction through poverty alleviation, civil society building and activities to influence policy in the seven thematic areas covered by the programme.

Efficiency

Relates to the manner in which TMF policy is carried out and whether the use of TMF resources is achieving the greatest possible effect. Can funds be used better, or differently, to achieve TMF goals?

Relevance

The extent to which the activities of TMF organisations and their partner organisations play a role in achieving TMF goals. In a sense, this criterion more narrowly defines effectiveness, examining the extent to which TMF activities play a role in structural poverty reduction. The concept of relevance can also be extended to the context of the developing world: is TMF funding relevant to funding from cofinancing organisations (MFOs), bilateral and multilateral institutions and the European Union, and does it have added value?

Sustainability

This is the extent to which TMF activities have firm foundations or, in other words, the tenability of the activities. One important consideration is what would happen if TMF funding ceased. To what extent would the programmes and institutions deprived of TMF be able to go on with their activities? To what extent have the activities in progress taken root in the target group, so that they can continue without TMF funds?

Capacity to learn

The extent to which TMF organisations are capable of learning from experience and the manner in which they make their knowledge and experience available and use it in support of future activities.

Effectiveness and efficiency

Effectiveness

- To what extent have TMF organisations/programmes and their partners contributed to achieving TMF objectives, and in particular structural poverty reduction in the developing world?
- To what extent does TMF funding contribute to these efforts (compared to other sources of funding and/or resources)?
- To what extent do TMF organisations/programmes promote well-developed, independent, professional civil society in the developing countries in question?
- To what extent have TMF organisations adapted their programmes appropriately to changing objectives?
- To what extent are TMF project objectives adequately expressed in SMART terms?[1]
- What strategic decisions have been made regarding partner organisations, types of interventions and other matters?
- What were the reasons for those decisions and what have the consequences been?
- What is your assessment of the effectiveness of TMF organisations?

Efficiency

- How does the TMF programme select and work with private organisations and what is your assessment of its approach?
- How do organisations receiving grants monitor, evaluate and account (in interim narrative and financial reports) for their activities and those of their partners?
- In the Dutch context (given that TMF organisations must have a public support base) and the context of the recipient country, how does TMF relate to other forms of spending, such as assistance from MFOs, bilateral donors and multilateral donors?
- What is the role of policy dialogue between the Ministry and civil society organisations that receive grants: what are its objectives, how does it work in practice, what results are achieved and what is the ultimate impact (e.g. on policy)?
- The use of TMF grants in relation to the results: the extent to which the same results/effects could have been achieved at a lower cost (or better results at the same cost).
- The extent to which the programmes/projects planned are carried out (explain).
- What is the ratio of overhead expenses to expenditure on substantive activities for the benefit of the target group?
- What is your assessment of the efficiency of TMF organisations?

Relevance and sustainability

Relevance

- What added value does TMF have for the organisations/programmes to be evaluated and their partner organisations?
- To what extent do TMF organisations get stakeholders involved in making policy, allocating funds and planning activities?
- What contribution have TMF activities made to structural poverty reduction (i.e. what has been their ultimate impact in the developing countries in question)?

[1] SMART stands for Specific, Measurable, Acceptable, Realistic and Time-Bound.

- To what extent do the objectives of TMF organisations' programmes of activities respond to issues in TMF thematic areas in the selected regions?
- What changes have taken place in this set of issues in the past five years, and to what extent have TMF organisations adjusted their programmes of activities in response?
- What impact do TMF organisations' activities have on Dutch society? (Consider this question in connection with the required public support base in the Netherlands.)
- What is your assessment of the relevance of TMF activities?

Sustainability

- What form do the relationships with partner organisations take (and how are they established)?
- To what extent are those relationships equal and autonomous?
- Have alliances been made with the private sector? If so, what form do they take?
- How do TMF organisations and/or their partner organisations work on influencing policy and building civil society?
- How do TMF organisations work on their public support base in the Netherlands? What is your assessment of these efforts?
- How would you characterise the organisations' relationships with the Dutch authorities? Do they adopt good donor practices?
- What is your assessment of the sustainability of TMF activities?

Effects

- How are the partner organisations selected (criteria, procedures)?
- In what ways do TMF organisations work with partner organisations?
- What levels (other than the target group) should be considered in assessing the effects?
- What contextual factors influence the results of the programme?
- What effects have the interventions had?
- What is your assessment of the effects or results of the interventions?

CAPACITY TO LEARN

- To what extent do TMF organisations have strategic visions and what is your assessment of these visions?
- To what extent are their activities, interventions, operations, choices of partners, policies (including any changes) and working methods linked to their visions?
- To what extent have TMF organisations taken note of generally acknowledged shifts in the problems relating to TMF themes in the selected regions, and to what extent has this led to changes in their programmes of activities and relationships with partner organisations?
- Do the organisations keep track of lessons learned and, if so, what do they do with these lessons?
- What form does knowledge management take?
- Are interventions regularly evaluated or monitored? If so, how frequently? What is done with the results?
- How does the organisation work on a results-based approach (i.e. professionalisation)?

- How do TMF organisations engage in innovation (especially in their organisational structure, management and programme)?
- How capable are TMF organisations of implementing change?
- Rating TMF organisations' capacity to learn: to what extent are they able to reflect on their own activities and extract specific lessons that (where applicable) can serve as a basis for changes in policy and implementation?

Methodological approach

Methodological issues

- The extent to which TMF organisations can be evaluated, i.e. to which they satisfy the criteria that determine how well a programme can be evaluated:
  - the programme is well enough defined (i.e. its objectives and related activities/interventions are well defined and expected results are formulated in SMART terms)
  - relevant information is available (on its policy, interventions and results)
  - the organisation is prepared to learn from the evaluation, i.e. to use the results of the evaluation to improve the programme.

  The researchers' plan of action should indicate how they will deal with these issues.
- The objective of the evaluation is fairly abstract, and so it is important
  - to indicate what actors are involved and their relationships with one another, on the basis of a value chain analysis
  - to provide insight into the added value of the TMF approach by investigating how TMF organisations have given shape to the TMF policy framework (see also the basic research questions)
  - to not only research the effects on target groups but also analyse the larger context, so that it becomes clear what contextual (political, economic, social, cultural, or environmental) factors have played a role.
- The attribution gap: to what extent are the effects of the interventions truly (i.e. objectively) measurable? In other words, how can the effectiveness of the interventions be determined? Important steps include
  - formulating realistic (pragmatic) evaluation criteria
  - choosing criteria that can be converted into operational indicators
  - incorporating lessons learned from earlier evaluations and monitoring into the present evaluation
  - preventing the organisations being evaluated from making inflated claims about their achievements.
- Acceptance of the findings of the evaluation is important (to ensure general support, but also so that the TMF organisations can learn from experience). The research plans should therefore address possible points for discussion, such as:
  - the choice of evaluation criteria
  - the representativeness of the findings/reliability of the information
  - the extent to which unfavourable findings are already being acted on
  - the question of how the TMF organisations will be involved in planning and carrying out the evaluation.
- The usefulness of the evaluation:
  - Evaluation and learning are two sides of the same coin. To what extent will the results be able to contribute to TMF organisations' capacity to learn and to policy development in general?

Research methods and techniques to be used

Because it is difficult to establish causal relationships between interventions and their purported effects, the aim should instead be to show that such relationships are plausible, by combining a variety of research methods in a multi-method approach, with a mix of broad-based and highly focused methods.

- Main method: case studies
- In addition:
  - literature studies/desk studies: analysis of reports (e.g. progress reports) and other available materials (secondary sources)
  - interviews with key figures/clients/external experts, discussions with focus groups etc.
- In the cross-cutting study of multiple themes, the results should be representative of all TMF organisations. The obvious method to choose would be a survey (i.e. a large-scale investigation using questionnaires).

Notes

[1] See also the tender proposal issued by the Ministry of Foreign Affairs, dated 26 August 2004, page 6, 'Programme of Requirements'.
[2] The evaluation criteria are defined in detail in the *Terms of Reference* for the different sub-studies.
[3] Note here that this ToR was drawn up without input from the field. To its later regret, the ministry did not honour a request for input from the field that was submitted by the advisory board because of tight deadlines.
[4] We used the fourth version of 'De broncodes van het OS beleid; articulatie van een beleidstheorie ontwikkelingssamenwerking' (osindebat-netwerk; February 2006), and a synthesis 'in acht stappen door ontwikkelingssamenwerking' (idem).
[5] Education, HIV-AIDS, reproductive health, and environment and water; as explained in the current Minister's most important policy document, 'Aan Elkaar Verplicht' (Mutual Interests and Mutual Responsibilities), 2003 (http://www.minbuza.nl/default.asp?CMS_ITEM=03872577FA7E424781602DC1982C7AA6X3X56893X14).
[6] This is particularly evident for peace building, where working through NGOs often is seen as the most appropriate way, as was forcefully formulated in a recent Utstein document (see section 2.1).
[7] E.g. World Bank, Economic Reform in the 1990s. Learning from a decade of reform. See http://www1.worldbank.org/prem/lessons1990s/
[8] Source: AV study. In the recent past the total MFA support increased every year: in 1998 42m, 1999 52m, 2000 69m and 2001 82m. Often the support per NGO was below €100,000 per year. But some NGOs received more than €10 m..
[9] In TMF circles the relationship with the leadership of these CFAs became rather tense after it became clear that they had successfully (and 'secretly') negotiated their budget, before the TMF Programma was formalised, and hence –de facto - restricted the financial space for their many other colleagues from other NGOs.
[10] Already in 2002 the Ministry tried to formulate major policy themes, embedded in its structure of thematic directorates. After a meeting, in May 2002, with representatives from the sector this was withdrawn, and no specific themes were selected as guidelines for decision making about the 2003-2006 round. During the preparation of the 2004-2007 round in the eyes of the TMF Platform the themes were forcefully reintroduced as a one-sided decision by the Ministry, and some directorates started to 'hunt' for NGOs which could be connected to their thematic policies, particularly among foreign NGOs. According to the TMF Platform this resulted in far too many requests for funding, and in major budget cuts among Dutch NGOs which applied during the 2004 round.
[11] According to OECD DAC data for ODA the Netherlands spent 3042 m$ in 1998, 3134 m$ in 1999, 3135 m$ in 2000 and 3172 m$ in 2001; we used the $-€ conversion of 1.1.2001 which was 1$ = 1.12 €. This means that on average annual Dutch ODA for the 1998-2001 period was 2786 m€
[12] For an historical perspective it is good to recall data from the Impact Study of CFAs in 1991 (Stuurgroep 1991): support to the co-financing programme grew from €12 m. in 1970, via €72 m. in 1980, to €138 m. in 1990. In 1995 it had grown to €182 m. (GOM 1995) and to €326 m. in 2000 (Stuurgroep 2002).
[13] Source: AV study, based on an inventory made by DSI/MY in 2002.
[14] In addition to the support to CFAs and TMF organizations the current annual budget for SNV is €90 m., for PSO €30 m., for NCDO €20 m., and for the Labour Unions' development fund €10 m. In total Dutch ODA currently is around 4400 m€, which would mean that support to civil society is 17% of the total aid volume spent by MFA.
[15] This has been difficult and sometimes somewhat arbitrary for MFA and for the researchers. It does not mean that an NGO needs to have its head office in the Netherlands, or its origins. It is enough if its website mentions an office somewhere in the Netherlands. In some cases we know that the TMF funds went to the head office abroad, and not through the office in the Netherlands. Still these NGOs were defined as Dutch NGOs.
[16] These 64 NGOs received a total of 69 subsidies.
[17] Also because of budgetary problems in 2003, and fear for many law suits. In the AV study a detailed comparison is presented of the criteria used for the 2003 and 2004 rounds.
[18] For a recent analysis of the CFA funding arrangements see chapter 1 of the 2002 Impact Evaluation of the CFA sector. The CFAs received a general (not thematic) four-year subsidy, arranged according to an agreed distribution of funds over the six CFA organizations. In their reports (ex-post) they have to explain how they distributed their subsidies over sectors, themes, regions, and target groups. The Ministry (DSI/MY) monitors at a distance.
[19] See appendix 2 for these conditions.
[20] Also see appendix 2 for the procedural conditions
[21] *Kaderwet Subsidies* ; see: http://www.minbuza.nl/default.asp?CMS_ITEM=9C19A7F502AD4CC69151EF48FD423C99X1X42222X05
[22] The external review was performed by Paul Engel and Bert van de Putte of ECDPM. Although they noted that much had been achieved with the introduction of the TFA (particularly in terms of clear, uniform and transparent

evaluation of requests), there were definitely areas that required improvement. In addition to the fact that the policy dialogue had not been started, for instance, they noted that the TFA policy framework limited the opportunities to contribute to policy-related activities that were open to private organizations in cases in which these organizations were not clearly focused on strengthening *civil society* and that there was much to be desired in terms of the consistency of the provisions in place to ensure uniformity between the policy framework, request process and evaluation framework. Their observations regarding the lack of consistency were based in part on excessive differences in the evaluations made by the different thematic directorates (External review of the TMF in 2003, July 2003 (*'Externe toetsing Thematische Medefinanciering ronde 2003*)].

[23] A brief summary of the request template, which was not mandatory, is given in attachment 3, point 2.

[24] The completed checklist was signed by the DSI/MY policy employee who screened the request, as well as by the policy employee of the thematic directorate involved, the director of the department of the thematic directorate involved and the budget owner of DSI/MY.

[25] The information in this table is based on data issued by the Ministry of Foreign Affairs. For a detailed explanation, see the document Preliminary Study Results ('*Resultaat van de voorstudie'*, which was issued in the context of the TMF review conducted in February 2005).

[26] There are discrepancies in the 'Total requested', 'Total rejected' and 'Total approved' amounts because the requested amounts were not approved in full in many cases.

[27] This includes the successful appeals and also four NGOs receiving money for de-mining (40 m.). There will be slight differences with data presented elsewhere in this document, as some NGOs received more than one subsidy. See appendix 1 for details.

[28] The threshold criteria [*'drempelcriteria'*] related to conditions in the subsidy plan and items such as the duration of the proposal (four-year maximum), non-profit organizations, requested subsidy > €100,000, connection to thematic policy objectives, etc.

[29] The minimum requirements made a distinction between requests for institutional subsidies and requests for programme financing.

[30] The evaluation framework is given in appendix 3, point 3.

[31] The organizational analysis topics are given in attachment 3, point 4 (also see appendix 2).

[32] COCA = Checklist Organizational Capacity Management, an evaluation memorandum for all activities financed using the programme budgets of the Ministry of Foreign Affairs.

[33] For an overview of the most important tasks of this programme committee, see attachment 3, point 1.

[34] For the objective and phases of the objection and appeal procedure, see attachment 3, point 5.

[35] Based on the ToR and the AV study.

[36] In the first round many foreign-based NGOs got one additional year of funds, extending their pre-TMF funding, and not yet including them in the TMF programme. In the second round these foreign NGOs got a high priority, and there happened to be many of them in human development-related themes.

[37] It is unclear if this actually happened and it requires a dedicated evaluation in its own right. Also see sections 2.7 and 3.7.

[38] For detailed information see appendix 1. The information is partially derived from the Preliminary Study Results 2005 ['*Resultaat van de voorstudie 2005'*] and additional research performed in late 2005 – early 2006 by the Research Secretariat TMF Evaluation. The underlying data were issued by the Ministry of Foreign Affairs and TMF-financed organizations.

[39] Including successful appeals

[40] In the 2004 – 2007 round, the Peace and security theme was a separate theme. In the 2003 – 2006 round, it was an integral part of the Political development theme. It includes the Landmine removal sub-theme, which initially fell under the Peace and security theme. Later, a decision was made to finance this sub-theme using the Stability Funds rather than the TMF programme. Details: political development (good governance) 2003 round 5 NGOs, 2004 round 3 NGOs; peace and security 2003 round 6 NGOs, 2004 round 9 NGOs, including the 4 for de-mining.

[41] See earlier note in the section about the Execution of the TMF programme.

[42] More work should be done to develop these types of typologies. This can be a useful task for the recently started IS Academy on Civil Society. We used data about income based on the World Bank typology used in World Development Reports, about governance from the World Bank's governance project (see http://info.worldbank.org/governance; six variables: voice and accountability, political stability, government effectiveness, regulatory quality, rule of law and control of corruption; data for all countries for 1996, 1998, 2000, 2002 and 2004) and about MFA status from the Ministry's website. It would have been useful to add other variable as well, particularly on globalization and trade openness of the economy, on aid dependency and indebtedness, on income and governance dynamics, and on the strength or failure of the state; e.g., based on recent work done by Paul Collier et al. Breaking the Conflict Trap: civil war and development policy (World Bank), or by the state failure project of the Political Instability Task Force (http://globalpolicy.gmu.edu/pitf).

[43] This additional survey was co-ordinated and analysed by Danielle Puma. Detailed geographical data were provided by 33 TMF (out of 64) organizations, based in the Netherlands, 58% getting programme subsidy, and 42% institutional subsidy. In total the survey of planned TMF expenditure in 2004 covers €33.8 m., of which €28.9 m could be allocated to major world regions, and out of that €18.8m to individual countries. The total planned expenditure for the total group of Nl-based TMF organizations for 2004 was €50 m., so our survey covers 68% of all planned expenditure. In 2004 foreign-based TMF-funded organizations planned €38.2 m. expenditure, which was not covered by our survey. One should keep in mind that money is not equivalent to importance or impact. Particularly in human rights, and peace and security funding relatively small amounts of funds could trigger major impact. TMF organizations should not primarily be seen as funding agencies, but as catalysts, with a lot of emphasis on knowledge sharing and experiments with innovations (see 2.8, 2.9 and 4.2).
[44] For the (slight) dominance of TMF presence in MFA partner countries we have to add that a number of TMF organizations specifically focussed their requests for TMF programme funding on activities in MFA partner countries, supposing that that would strengthen their funding requests, during a period when the Minister was putting a lot of emphasis on the need to focus Dutch development support on fewer countries. It does not necessarily mean that the total expenditure of TMF organizations (also using non-MFA money) would show the same geographical distribution.
[45] Making use of the World Bank method, see above.
[46] Cut off point €40,000 allocations in 2004, plus countries with more than 10 TMF-funded NGOs, according to a CIDIN survey made for the AV study.
[47] It really is unfortunate that the available data to do the geographical analysis were not complete. The data at our disposal do give this impression of few activities in these diaspora countries. In the discussions with the TMF Platform it was stated that it is probable that TMF-subsidies were not used in these countries, but that a considerable number of NGOs do use other (non-TMF) funds for specific activities in these countries, together with immigrants from these countries and (sometimes) their organizations in the Netherlands.
[48] We compare 2004 with 2000, using the world development indicators database 2001 and 2005 (World Bank), and taking the GNI purchasing power parity per capita data in international dollars as our yardstick. During this period the purchasing power per capita of the world as a whole has improved with 19% (the same figure as in the Netherlands!). For eight countries in the table no data exist: Afghanistan, West Bank/Gaza, Iraq, Bosnia/Herzegovina, Serbia/Montenegro, Sudan, Somalia, and Marshall Islands.
[49] The steering committee was chaired by Professor A. de Ruijter (University of Tilburg). Committee members included Professor A.J. Dietz (University of Amsterdam), Professor A.H.J. Helmsing (Institute of Social Studies), Dr P. Knorringa (Institute of Social Studies) and Dr P.I.M. van Dongen (University of Amsterdam).
[50] And an important one was about to be evaluated separately (Institute for Multiparty Democracy, see ECDPM, 2005).
[51] For a description of the preparations and the tendering procedures, see TMF Progress Report, November 2005 [‘*Voortgangsrapportage TMF’*).
[52] These results are not complete. Data was lacking at the Ministry, and 21 Dutch and 36 foreign NGOs which had received TMF funding during the 2003 and 2004 rounds did not respond to the survey, despite repeated requests.
[53] Attachment 4 gives an overview of the most important milestones reached during the evaluation.
[54] For a detailed description of the process with the different stakeholders, see the Progress Report, November 2005 [*‘Voortgangsrapportage’*).
[55] Royal Norwegian Ministry of Foreign Affairs, 2004, Towards a Strategic Framework for Peace building: Getting their Act Together. Overview Report of the Joint Utstein Study of Peace building, and Notitie wederopbouw na conflicten/ na gewapend conflict, April 2002 and March 2005.
[56] DMV/MR had decided not to include any of the eight foreign-based NGOs in the evaluation study.
[57] NIZA received 9 m€ from DMV/VG as an institutional subsidy for all its activities. These include various programmes, funded by other donors. Other DGIS-derived funding comes via PSO and that includes 4.1 m€ for NIZA’s human rights programme. For DMV/MR this was the reason to include NIZA in the Human Rights evaluation. The other activities of NIZA were excluded from the analysis of this thematic evaluation, but part of the cross-cutting studies.
[58] Parallel to this evaluation RNTC/Informo(t)rac was also part of a separate evaluation mission in January/February 2006 (see Kessler and Faye)
[59] DSI/VR is also involved in the subsidy to World Population Foundation, but this organization is part of the evaluation of HIV/AIDS in this study.
[60] This is a controversial point. In some policy domains a lot of policy consultation did take place (HIV/AIDS, Peace building, and also education and water, domains we did not study), up to the highest political levels. In most domains the researchers found a general feeling of disappointment among the NGOs, and the lack of joint learning and institutionalised consultation about contents was often confirmed by MFA spokespeople.

[61] As can be concluded from the inventory of NGOs (appendix 1) out of 127 NGOs receiving TMF funding 53 (42%) did not have a prior relationship with the Ministry. The response to the Added Value survey was clearly biased in favour of old acquaintances

[62] See Stuurgroep Impactstudie Medefinancieringsprogramma, 1991, Final Report, p. 13 (Fl. 135,000). In 2002 the second Impact Evaluation study of the CFA sector again looked at this issue. In total the six CFA organizations supported 3,800 partners (with 5,500 contracts), almost double the amount of 1991, and on average a partner contract per year was €69,000 (Fl.153,000, Stuurgroep, 2002). Compared to an average TMF subsidy it is three to five times as high.

[63] The 1991 CFA impact evaluation study also used the tool of country studies and that proved to be very useful. Although it was done a few times later, the sector did not succeed to implement systematic and comparable follow-up studies. This was a missed opportunity.

[64] In some cases funding was for broader goals than a particular sector, and also beyond the domain of a thematic department of MFA. This created interesting voids (as reported by the ED study).

[65] It would be interesting to compare the TMF-funded micro credit activities with those of for instance ICCO, Cordaid, or Oxfam Novib.

[66] They did find examples of networking within countries, though, like IDE-Zambia with other NGOs active there.

[67] From Both Ends, NIZA, Pax Christi, Press Now, Radio Nederland Training Centre and Woord en Daad.

[68] One of the important activities of the Platform was the organization of a second policy dialogue between the sector and the Ministry, in 2004, prior to the formulation of the MFS framework.

[69] ICCO's director Jack van Ham – then chairman of the meeting of co-financing agencies (GOM) - took this initiative in 2002, followed by a first broader meeting in February 2003, two broad conferences in December 2003, and in May 2004, and formalization during 2004. Partos wants to combine the platform/network function, and the negotiation function with MFA, with the function to stimulate the improvement of the quality of the sector.

[70] A major difference of Platform and Partos is its funding basis. Platform only asked for a token annual fee, while Partos –with its own office- is more expensive. For some organizations this has been a reason not to become member of Partos, and for at least one to leave Partos.

[71] This attitude is certainly not restricted to the Netherlands' Ministry of Foreign Affairs. In an important document made by the Dutch Scientific Advisory Board for Government Policy (WRR, Van de Donk, November 2004: "Bewijzen van goede dienstverlening" (Proofs of good service delivery) Dutch government agencies were criticised for their on-sided emphasis on regulation, output control, and auditing, in stead of learning, professional dialogue, and process management, creating a wall of mistrust between government agencies, and civilians, professionals, and civil society organizations, blocking innovation. However, for MFA the situation is more saddening given its emphasis on good governance in receiving countries. We should note here that DSI/MY does not share this criticism. Compared to other modalities the TMF programme is regarded as rather flexible with regard to rules and regulations (no fixed overhead percentage, no fixed format for reporting).

[72] These are observations which mainly come from discussions with the Advisory Group of the TMF Platform. These are shared, though, in and around the Ministry as was evident during a recent discussion day at the Ministry about the recently formulated research programme (January 25, 2006).

[73] According to CIDIN in its AV study "(Contact-) information of the TMF organizations provided by MFA proved to be either incomplete, outdated or completely absent in more than one third of the cases".

[74] In Burkina Faso the Netherlands is the leading donor in the health and HIV/AIDS sector and the fourth donor after the World Bank, France, and the European Union.

[75] Cindy Clark et al. Where is the Money for Women's Rights, final report for the Association for Women's Rights in Development (p. 12), Oct. 2005, partly funded by HIVOS and Mama Cash (see www.awid.org). They used OECD data. OECD data on civilateral aid are notoriously unreliable.

[76] Judith Westeneng and Dirk-Jan Koch, a very preliminary, unpublished summary of 89 (largest?) development NGOs and their annual budgets (each of those > €10 m.); they gave permission to use these data for this report; we acknowledge our appreciation.

[77] Cordaid 175m., Oxfam Novib 148m., ICCO 128m., SNV 91m., Plan Nederland 78m., Hivos 66m., Bernard van Leer 24m., Terre des Hommes 18m., and Woord en Daad 18m. €.

[78] The current annual budget for all MFA support for civil society organizations is close to €750 m., approaching 20% of the total Dutch development budget. TMF expenditure will be around €150 m. in 2006, and CFA funding €450 m. It is interesting to compare this with the situation around the first major evaluation of the CFA programme, in 1991. According to its final report the total annual expenditure of the four CFAs in 1991 was €140 m. (then 6.25% of the Dutch development budget). At that time subsidies to other NGOs were few, although no data exists (see Stuurgroep Impact Studie Medefinanciering, 1991).

[79] For many NGOs this is a very worrying element, and some see it as institutional regression. It was particularly the institutional financing of the TMF programme that gave organizations the flexibility needed to boost their M&E systems, and to develop better learning capabilities (see 2.8).
[80] In the early days of MFP-narrow (see section 1.2) many organizations lobbied against the inclusion of foreign-based NGOs, and saw it as unfair that the co-financing agencies did not have to compete with foreign-based competitors. However, the organizations organised in the TMF Platform later gave up their resistance, to avoid the impression of "closed shops". When later the MFS was designed they continued that open attitude, and it came as a surprise that Parliament decided against it. During the discussions with representatives of the TMF Platform it was vehemently denied that TMF organizations had pressurised Parliamentarians to exclude foreign-based NGOs from the MFS funds. If pressure came from within Dutch civil society, it did not come from the smaller NGOs. It was noted, though, that a lot of foreign organizations did get access to TMF funding, while Dutch organizations could hardly make use of comparable foreign funds elsewhere, not creating a global (or European) level playing field. One may wonder, though, if, in due course, emerging European tendering rules will not make all European funds for civil society support accessible for organizations from all over the European Union.
[81] With 20 selected foreign-based NGOs, of which 15 had received prior TMF funding.
[82] In the past MFA/DGIS made many country-specific analyses, and focused far more than nowadays on territorial planning. With the emphasis on sector approach, themes, MDGs, and growing importance of multilateral and civilateral funding territories have lost some of their attractiveness for 'framing'. In some problem regions (Great Lakes, the Horn, the Balkan) one can see a gradual shift from country to regional levels of development organization. In general local level coherence of interventions becomes less if and when actors operate at higher spatial scales, as many development agencies do nowadays.
[83] The Dijkstal report is one of many current attempts to question the practices which are a result of an overall policy guideline issued by the Netherlands Ministry of Finance in 1999, called VBTB (Van Beleidsbegroting Tot Beleidsverantwoording, From Budget to Accountability in Policy Implementation). It requires an often rather drastic change of attitude among civil servants, and among organizations working with government money. Many organizations are now trying to find a balance between the desire to become more transparent and accountable, and the financial and attitudinal costs involved in coping with its sometimes excessive and unrealistic demands. The Dijkstal report points at a major risk that it might create a 'paper reality', far away from 'real life'.
[84] IBO Interdepartementaal Beleidsonderzoek Medefinancieringsprogramma *Eindrapport* Den Haag 2000
[85] Information from http://www.partos.nl; http://platform-tmf.nl; and http://www.minbuza.nl (March 2006), and from Marie-Trees Meereboer, director Partos, members of the TMF Platform Steering Committee, and DSI-MY.
[86] DCO = social and cultural development; DDE = sustainable economic development; DMV = human rights, political development, peace and security (VG = Political development, Peace and security; MR = Human Rights); DMW = environment and water; DSI = human development (SB) and gender equality (VR)
[87] More information in the AV study, appendix 5 and 6. For the lists of pre-TMF funding CIDIN used an inventory made by DSI-MY in 2002. This inventory is not complete, e.g., according to TMF Platform Radio Nederland Training Centre, DORCAS, and World Vision did receive (some) activity funding prior to the start of the TMF Programme, but are not on the list. For the analysis we worked with this list, though.
[88] The organizations in question are private, non-profit organizations.
[89] COCA = Checklist Organizational Capacity Assessment, an evaluation instrument for all activities financed using the programme budget of the Ministry of Foreign Affairs.