



2016 GPEDC Indicator Two Monitoring: An Analysis of Country Responses

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1. Introduction

A total of 81 developing countries participated in the 2016 GPEDC monitoring round, of which 55 countries (68%) completed [indicator two](#) on progress in realizing an enabling environment for civil society organizations. The GPEDC's Joint Support Team received and analyzed the data from government-based National Coordinators for the 2016 [Progress Report, Making Development Cooperation More Effective](#). This report was submitted to the [High Level Meeting held in Nairobi](#) in November 2016 and had a substantial chapter on indicator two. AidWatch Canada has an [analysis](#) of the Progress Report and it was also subject to a [major workshop](#) in Nairobi.

The framework for indicator two included four modules and 16 questions, not all of which received equal attention by the National Coordinator in submitting country data to the Joint Support Team. The required answer to all 16 questions was a binary yes/no, but the country report format also allowed for a narrative explanation of the answers. Almost all countries among the 55 provided some explanation, sometimes substantial and often cursory.

The country report also included a section, which documented the verification process with country-level CSOs and providers. CSOs and providers could indicate whether they agreed, partially agreed, partially disagreed or disagreed with the answers submitted by the National Coordinator. It also allowed for explanations, which was provided by a minority of CSO and provider respondents.

This analysis is based on the data submitted by the National Coordinators and the verification results in these country reports. It does not make an attempt to assess the comprehensiveness and accuracy of the answers, except to apply the same grid (yes, yes qualified, no qualified and no), which was used by CPDE [in its submission of evidence](#) to the 2016 monitoring round.

2. Participating Countries

Among the countries that participated in indicator two (Annex One),

- Africa – 24 (44%)
- North Africa – 1 (2%)
- Asia – 11 (20%)
- Pacific – 8 (15%)
- Latin America and Caribbean – 6 (11%)
- Europe – 5 (9%)

Of these 55 countries, 31 (56%) were least developed or low income countries, 15 (27%) were lower middle income countries, and 9 (16%) were upper middle income countries.

Among the 81 countries that participated in the monitoring exercise, 26 countries (32%) did not complete indicator two. These 26 countries (Annex Two) were distributed as follows:

- Africa – 10 (29% of the 34 African countries that participated in the monitoring)
- North Africa – 1 (50% of the North African countries that participated in the monitoring)
- Asia – 3 (21% of the Asian countries that participated in the monitoring)
- Pacific – 7 (47% of the Pacific countries that participated in the monitoring)
- Latin America and Caribbean – 5 (46% of the countries that participated in the monitoring)
- Europe – 0

There were a significant number of countries that did not participate in indicator two from the Pacific and the Latin America and Caribbean regions.

Using the [CIVICUS monitoring framework](#) for civic space, these 26 countries break down as follows:

- Open – 1 (4%) (an enabling environment with safeguards)
- Narrowed – 8 (31%) (while freedoms exist, violations are also taking place)
- Obstructed – 5 (19%) (civic space is heavily contested)
- Repressed – 7 (27%) (civil society is heavily constrained)
- Closed – 2 (8%) (space is completely closed in law and practice)
- No information – 3 (12%)

Close to 50% of the countries that did not complete indicator two have very significant issues relating to protecting and enabling civil society as democratic actors in society.

3. Focal Points and Verification of Data

The methodology for indicator two was intended to be inclusive drawing upon the knowledge of civil society and providers in relation to the four modules in the framework. This inclusive process was managed through focal points that were to coordinate civil society and provider input into the monitoring exercise. These focal points also coordinated verification of the data to be submitted by the National Coordinator. They were able to add their agreement, or not, along with explanations to the data submitted.

Among the 55 countries,

- Indication of a verification process with CSOs – 44 countries (80%)
- No indication of any verification process with CSOs – 11 countries (20%)
(In all 11 countries also no indication of verification by the provider focal point.)

Of the 11 countries with no verification process (Annex Three), 7 indicated the name of the CSO focal point in their report. Four of the seven named focal points were CPDE appointed focal points. In three of the four countries without a focal point named in the report, CPDE had appointed a focal point in three of them (Egypt, Honduras and Myanmar).

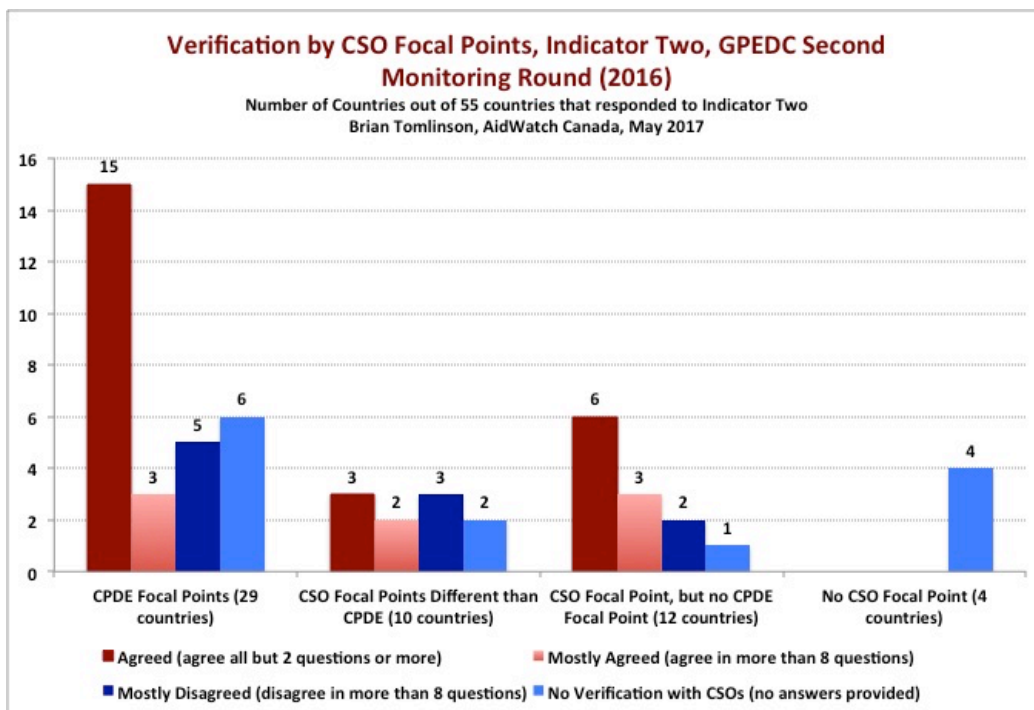
Of the 55 countries participating in indicator two,¹

- 29 countries (53%) engaged the CPDE appointed focal point (Annex Four)
- 10 countries (18%) engaged a CSO focal point that appears to be different than the one appointed by CPDE (Annex Five)
- 12 countries (22%) engaged a CSO focal point, but there was no CSO focal point appointed by CPDE (Annex Six)
- 4 countries (7%) indicated that there was no CSO focal point engaged (Annex Seven)

The vast majority of reports by the National Coordinator indicated the name of the CSO focal points. CPDE had appointed focal points in 39 (71%) of the countries participating in indicator two monitoring. Of these 39, National Coordinators consulted 29 of them (75%).

How did CSO focal points respond to the National Coordinator’s report to the JST? Chart One sets out the different levels of response for focal points in the four categories above.

Chart One: Focal Point Verification



¹ Please note that the author compared the list of CSO focal points prepared by CPDE (January 2016) with the focal point listed in the country report. In some instance the organization was the same, while the name was different. This was considered to be the CPDE focal point. There were however a number of countries where the names were different, but it was not possible to identify the name of the organization for the CSO focal point listed in the country report. Some of these might be from the organization of the CSO focal point, but appear in the column of a different CSO focal point than the one appointed by CPDE. Costa Rica indicated that they sent out a survey, but there was no CSO focal point.

Overall, there was a significant degree of consensus, with 23 CSO focal points (42%) agreed with answers for all, or all but 2 questions, and a further 8 (15%) mostly agreed, with agreement to the answers for more than 8 of the 16 questions.² Although it should be highlighted that partial agreements or disagreements were concentrated in some questions more than others – for example, there were 12 partial agreement or disagreement with answers to question 16 (on exclusion of disadvantaged groups) and 10 partial agreement or disagreement with answers to question 15 (enabling resources for CSOs). Only 10 focal points (36%) disagreed on more than 8 answers to the module questions.

Among the CPDE focal points,

- More than half (15 or 52%) agreed with the report of the National Coordinator (in all questions or all but 2 questions).
- 3 (10%) were mostly agreed (in more than 8 questions)
- 5 (17%) were mostly disagreed (with 8 or more questions)
- 6 (21%) had no indication of agreement/disagreement (no verification process)

There are no significantly different patterns of agreement for focal points different than CPDE, or where CPDE had no focal point.

4. Assessment of Answers to Questions

This report does not attempt an analysis of all 16 questions, but selected several for more in-depth review of national coordinator answers, supplemented by comments by the CSO and provider focal points. The assessment criteria used were similar to those employed by CPDE in its presentation of evidence to the JST to complement country-level evidence gathered through the monitoring exercise.

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

Question 1: Are CSOs consulted by government in the design, implementation and monitoring of national development policies?

Overall the answers to this question were comprehensive and detailed. There was often good commentary with examples from the National Coordinator. Many completed answers to the guiding questions as well as the overall question. In some instances the CSO answers are included alongside the government response for easy comparison and verification. In this question and others, it is difficult to assess CSO focal point answers (partially agree, disagree) because no explanation is provided.

The Progress Report indicates that 52 countries (88%) responded “yes” to this question, and 7 responded “no.”

The analysis below used a more nuanced grid from [CPDE’s 2016 global evidence](#) to assess the answers provided:

² It should be noted that a number of answers to module questions (see below) were actually prepared by the CSO focal point, who indicated agreement/disagreement in the verification section consistent with their yes/no answer to the original question. It is difficult to determine how often this situation was the case. But it may distort the analysis of focal point responses.

No	No consultations with CSOs and/or very infrequent consultations with a few government selected CSOs
No Qualified	No consistent consultation, but a few episodic consultations by government with small numbers of government-selected CSOs, on specific topics and not on the design of national policies.
Yes Qualified	Consultations with CSOs may be held on national development policies, but not consistent, with limited engagement of a range of CSOs, and often poor consultation practice.
Yes	Consultations with CSOs are regular and may be institutionalized.

This analysis produced the following results (with the percentage provided for CPDE’s global evidence from its report):

Criteria	Number of Responses (percentage to total responses)	Percentage in CPDE’s 2016 Evidence
No	11 (20%)	19%
No Qualified	12 (22%)	19%
Yes Qualified	17 (32%)	23%
Yes	14 (26%)	40%

The evidence from the monitoring round suggests somewhat greater concern about quality of the consultations than CPDE evidence; this result is likely the consequence of greater access to nuanced answers in the monitoring round by the National Coordinator and the CSO focal point. Both analyses indicate some improvement in this area, but CPDE has highlighted its concern that a significant number of countries indicate no multi-stakeholder dialogue or very limited consultations (42%), and that much more attention is needed to improve the quality of this dialogue.

Module Four: The Legal and Regulatory Environment

Question 14: Is the legal and regulatory environment enabling for CSO formation, registration and operation?

Question 15: Does the legal and regulatory environment facilitate access to resources for CSOs?

The answers to these questions were much more difficult to assess as many answers simply point to the legal and regulatory documents, without much assessment of their implementation in practice. The CSO focal points might indicate partial agreement, but sometimes would not elaborate the reasons for their assessment of the national coordinator’s answer.

The Progress Report data indicated that 56 countries (97%) marked “yes” for question 14, and only 2 countries indicated “no.” For question 15, 43 countries (75%) indicated that the legal and regulatory environment facilitated access to resource for CSOs, and 14 countries (25%) indicated “no.” Of the answer “no” related to legal limitations on domestic mobilization of resources and/or no special tax treatment.

The analysis below uses the criteria grid that was developed for [CPDE’s 2016 global evidence](#) to assess the answers provided:

No	Major barriers for CSO registration and operations
No Qualified	Major issues, but not barriers, which restrict CSO registration and operations
Yes Qualified	An enabling environment for registration and operations, but still some significant issues to be addressed.
Yes	A generally favourable enabling environment for registration and operations.

The analysis for question 14 on the regulatory environment produced the following results, although it is important to indicate that the quality of the data provided sometimes required judgement made with little information.

Criteria	Number of Responses (percentage to total responses)	Percentage in CPDE's 2016 Evidence
No	1 (2%)	24%
No Qualified	7 (13%)	16%
Yes Qualified	25 (45%)	15%
Yes	16 (29%)	20%
Unknown	6 (11%)	

There is a significant difference between the assessment of information provided by the National Coordinators (including commentary by CSO focal points) and the information assessed by CPDE's global evidence in 2016, with the latter suggesting considerably more concern about the legal and regulatory environment. The likely reason for this difference is the use of detailed information in CPDE's evidence on the actual practice in implementing legal and regulatory measures for the registration and operations of CSOs, based on the [database of the International Centre for Not-for-Profit Law](#) (ICNL). There is also a weakness in the comments by many focal points that either do not challenge the answers of the National Coordinator (often accepting an answer that only describes the laws and regulations and not practices) or provide little alternative information. A future iteration of this question may want to stress the actual practices and experiences of CSOs and/or rely more directly on international databases such as ICNL.

With respect to question 15 and access to resources, as noted above there was greater attention to domestic issues in resourcing CSOs than was the case in the CPDE's evidence, which largely focused on limitations in access foreign funds by CSOs.

Criteria	Number of Responses (percentage to total responses)	Percentage in CPDE's 2016 Evidence
Restrictions	8 (15%)	29%
Some Restrictions	12 (21%)	27%
No Restrictions	31 (55%)	43%
Unknown	5 (9%)	

The differences with respect to question 15 may also be quality of information from the monitoring round, as well as the smaller sample of countries for the CPDE's 2016 evidence. In both

cases there is strong evidence that growing restrictions on access to funding for CSOs has become emblematic of a shrinking civil society environment in an increasing numbers of countries.

Module Two: CSO Development Effectiveness - Accountability and Transparency

Question 4: In practice, are there CSO-managed processes in place to address transparency and multiple accountabilities in CSO operations?

Question 7: Are there significant initiatives relating to CSO development effectiveness principles (Istanbul Principles and the International Framework for CSO Development Effectiveness) being implemented at the country level?

The answers to these two questions were often confused, where the question was interpreted to mean holding governments or providers to account, and a lack of knowledge about the Istanbul Principles and their intended application to CSO practice. In many responses to question 4, the focus was on government or provider reporting requirements, not CSO-managed accountability and transparency frameworks.

The National Coordinators indicated in 43 countries (73%) that they believed there were CSO managed accountability frameworks in place, and 16 (27%) countries indicated “no.” With respect to the Istanbul Principles, 33 countries (57%) indicated “yes” there were country initiatives (although many could not name them and/or were unrelated to the Istanbul Principles) and 25 countries (43%) indicated ‘no.’

The analysis below of the answers to questions 4 and 7 are considered along the following criteria:

No	No indication of Istanbul Principles (IP) initiatives or CSO managed accountability mechanisms
No Qualified	Some indication of internal CSO processes for accountability, but no peer mechanisms, and no IP initiatives
Yes Qualified	Identifiable efforts in IP initiatives, and/or some initiatives around CSO accountability
Yes	Explicit peer accountability mechanisms and IP initiatives

Based on the grid and taking the two questions together, the analysis of the data submitted by the National Coordinators (and taking account comments by the focal points) produced the following results:

Criteria	Number of Responses (percentage to total responses)
No	27 (49%)
No Qualified	13 (24%)
Yes Qualified	10 (18%)
Yes	5 (9%)

While there may well be more initiatives relating to CSO accountability and transparency, as well as Istanbul Principles initiatives, these are not reflected in the knowledge of the National Coordinators and/or the CSO focal points. Based on a much smaller sample size of countries, the 2016 CPDE evidence was somewhat more positive in both areas. CPDE pointed to a number of

global initiatives in CSO accountability and transparency and have just completed a major workshop in Bangkok with members to revitalize initiatives relating to the Istanbul Principles.

Annex One: Countries Participating in Indicator Two (55)

Africa (24)

Angola	Gambia	Sierra Leone
Benin	Kenya	Somalia
Burkina Faso	Liberia	Sudan
Burundi	Madagascar	Tanzania
Cameroon	Malawi	Togo
Cote d'Ivoire	Mozambique	Uganda
Democratic Republic of Congo (DRC)	Niger	Zimbabwe
Gabon	Nigeria	
	Rwanda	

North Africa / Middle East (1)

Egypt

Asia (11)

Bangladesh	Mongolia	Tajikistan
Cambodia	Myanmar	Timor-Leste
Kyrgyzstan	Nepal	Vietnam
Laos	Philippines	

Pacific (8)

Cook Islands	Papua New Guinea (PNG)	Tonga
Kiribati	Samoa	Vanuatu
Nauru	Solomon Islands	

Latin America and Caribbean (6)

Colombia	El Salvador	Paraguay
Dominican Republic	Honduras	Peru

Europe (5)

Albania
Armenia
Belarus
Kosovo
Moldova

Annex Two: Countries Not Participating in Indicator Two (26)

Africa (10)

Central Africa Republic	Guinea	Senegal
Chad	Mali	South Sudan
Congo	Mauritania	
Ethiopia	Sao Tome & Principe	

North Africa / Middle East (1)

Yemen

Asia (3)

Afghanistan	Pakistan
Bhutan	

Pacific (7)

Comoros	Marshall Islands	Niue
Fiji	Micronesia	
Palau		
Tuvalu		

Latin America and Caribbean (5)

Bolivia	Costa Rica	Guatemala
St. Vincent & the Grenadines		
Uruguay		

Europe (0)

Annex Three: Countries without Verification Process Indicated in Country Report (11)

Bangladesh
Egypt
Honduras
Kosovo
Mozambique
Myanmar

Niger
Papua New Guinea
Sudan
Vanuatu
Zimbabwe

Annex Four: Countries that indicated the CPDE Focal Point in their Report (29)

Africa: Benin, Cameroon, Cote d'Ivoire, Gabon, Kenya, Malawi, Mozambique, Niger, Sierra Leone, Sudan, Tanzania, Togo, and Uganda

Europe: Albania, Armenia, and Kosovo

Asia: Cambodia, Kyrgyzstan, Mongolia, and Philippines

Americas/Caribbean: Colombia, Dominican Republic, El Salvador, Paraguay, and Peru

Pacific: PNG, Samoa, Solomon Islands, and Tonga

Annex Five: Countries that indicated a Focal Point Different than the CPDE Appointed Focal Point

Country	Country-Identified CSO Focal Point	Organization	CPDE-Identified CSO Focal Point	Organization
Bangladesh	Mr. Towfiqul Islam Khan	CPD	Md. Mostafa Kamal Akand	EquityBD/ Coastal Association for Social Transformation (COAST) Trust
Bukina Faso	HIEN Augustin Blaise	Secretary General of the National Confederation of Workers of Burkina	Mme OUEDRAOGO Roukiatou	Secrétariat Permanent des Organisations Non Gouvernementales (SPONG)
Burundi	Blaise GAHUNGU		Jean Nkeshimana	Terre des Jeunes du Burundi – Transnationale
Kiribati	David Teaabo,	KANGO interim	Pelenise Alofa	KiriCAN
Nepal	Daya Sagar Shrestha	NGO Foundation	Dr. Sarba Raj Khadka/ Mana Dahal	Rural Reconstruction Nepal
Nigeria	Abdullahi Adamu		Dr.Tola Winjobi	CAFSO-WRAG for Development
Rwanda	Josephine UWAMARIYA	ActionAid	Rwibasira Eugene	Rwanda Development Organization-RDO
Tajikistan	Mr. Jienshoh Bukhoriev	USAID/BEI, Pragma Corp	Shahlo Janaeva/ Maragirat Khagai	NGO Jahon
Vanuatu	Armstrong Masanga		Charlie Harrison	Vanuatu Association of NGOs (VANGO)
Vietnam	Duong Thi Nga (Ms)		Linh Phuong Nguyen	MSD

Annex Six: Countries that indicated a CSO Focal Point, but no CPDE Focal Point Appointed in that country

Country	CSO Focal Point Indicated	Organization
Angola		Acção para o Desenvolvimento Rural e Ambiente
Belarus	Mr. Yuri Soloviov, Chair of Board, Belarusian Civil Union Eco-Initiative	Chair of Board, Belarusian Civil Union Eco-Initiative
Cook Islands	Maureen Hilyard	PPSEAWA, CIAG, TAC
DRC	Madeleine Kalala	
Gambia	Madi Jobarteh	TANGO Gambia
Liberia	Anderson Miamen	CENTAL
Laos	Suzanna Lipscombe	INGO Network
Madagascar	Farah Juliette RAZAFIARISOA	AFECTI-OI
Moldova	Mrs. Antonita Fonari	NGO Council
Nauru	Julie Olsson (nauruislandngo)	Nauru Island NGO
Somalia	Asha Siyad	
Timore Leste	Arsenio Pereira da Silva	Director do FONGTIL

Annex Seven: Countries with no CSO Focal Point Indicated

Honduras
Egypt

Myanmar
Zimbabwe