



Illustration by Tessa Kocken

Intentions and Interests

Collaboration among MFSII alliance members and the relation between Dutch CSO's and the Dutch Ministry of Foreign Affairs under MFSII and TUCP 2011-2015

Intentions and Interests

Content

1. Introduction.....	4
1.1 Background and context.....	4
1.2 The aim and scope of the relation study.....	4
1.3 Methodological approach	5
1.4 Challenges of the study	5
1.5 Outline of the report	5
2. Relation between Dutch CSOs and MoFA	6
2.1 The Policy Frameworks MFS II and TUCP	6
2.2 Set up and design of the relation	6
2.3 Appreciation of the relation between CSOs and MoFA	9
2.4 Added value of the relation between CSOs and MoFA.....	14
2.5 Influencing factors on relation with MoFA.....	16
2.6 Development and future	20
3. Cooperation among Dutch MFSII organisations.....	23
3.1 Realization of the alliances.....	23
3.2. The role and appreciation of the lead organisation.....	25
3.3. Value and appreciation of the relations within the alliances.....	27
3.4. Added value of collaboration	29
3.4. Continuation of collaboration after MFSII	31
4. Conclusions and recommendations	32
I. Collaboration between CSOs and MoFA	32
II. Collaboration within MFSII alliances	33
Annex 1: List of abbreviations and acronyms	36
Annex 2: List of documents consulted	37
Annex 3: Organisations consulted.....	39
Annex 4: Overview NGO subsidy schemes 2003 - 2020.....	41
Annex 5: Adjudication of MFSII budgets after budget cut.....	42
Annex 6: Survey results relation MoFA	43
Annex 7: Terms of Reference Relation Study.....	53

1. Introduction

1.1 Background and context

In 2016 the Policy and Operations Evaluation Department (IOB) of the Ministry of Foreign Affairs of the Netherlands (MoFA) is conducting a policy review *'Support through Dutch NGOs for the sustainable development of civil society in developing countries'* (policy objective 3.3). Main purpose of the policy review is to account for budget expenditure under policy objective 3.3 and to test the assumptions that underpin the Ministry's policy. Between March and June 2016 a perception study was carried out by Partnership Learning Loop© to gain more insight into the nature and appreciation of non-financial support provided by Dutch CSOs to their Southern partners between 2011 and 2015. For more information about the policy review and the perception study, please refer to the report *'Shifting Interests, Changing Practice'*.

This part of the policy review concerns a relation study in order to gain insight into collaboration among MFSII funded organisations and between Dutch CSOs and the Dutch ministry of Foreign Affairs. In June 2016 the Partnership Learning Loop© was commissioned to carry out this relation study in cooperation with the IOB between August and October 2016.

1.2 The aim and scope of the relation study

The relation study aims to shed more light on collaboration within the MFSII alliances between 2011 and 2015, and between Dutch CSOs (MFSII organisations and trade unions) with the ministry of Foreign Affairs. The study includes Dutch MFS II organisations, CNV International (CNVI), Mondiaal FNV (MFNV) during the course of the MFS II and TUCP programmes between 2011-2015.

The research questions of this study are:

I. **Relation between CSOs and MoFA: For the relation with MoFA:**

- Which agreements underlie the cooperation (division of roles and responsibilities)?
- What was the intensity of the relation, which issues were addressed?
- How did all parties feel about decisions regarding policy priorities, budget cuts and reporting requirements by MoFA?
- To what extent did these decisions effect the organisations involved and in what way?
- How did all organisations involved perceive the quality and value of the relation and why?
- What part of Dutch policy was helpful and what was hampering in daily practice?
- How did the involved organisations feel about MoFA's demand to form alliances?

II. **Relation among MFSII organisations in MFSII alliances**

- How did the alliances come to be? What were their activities?
- What were strong and weak points in the cooperation?
- Which agreements underly the cooperation?
- What was the role of lead organisations in the MFSII alliances? And how was this role appreciated by the partners?
- How did all organisations involved perceive the quality and value of the relation and why?
- To what extent have the alliances remained to function after the finalization of MFSII and why (not)?
- How do alliance members perceive the added value of their cooperation in an alliance compared to individual results?

1.3 Methodological approach

The study discusses the TUCP and MFSII programs. The representation of TUCP in the whole study is very small (3%) compared to MFSII. No specific comparisons are made between the two programs based on the survey data as survey results show no significant differences and the number of TUCP representatives for the survey was very small.

The ethos of this review was inclusive, facilitating a broad consultation process. The main components were desk research carried out by IOB, an online survey among Dutch CSOs and MoFA (including embassies) carried out between mid-August and early September about the collaboration between MoFA and Dutch CSOs with a response of 121¹ and in-depth (group) interviews with directors and staff of all alliance members of five MFSII alliances, CNV International and Mondiaal FNV.² In total 22 MFSII organisations were consulted, of which many participated in several alliances as lead or member.

Results of the online survey concerning the relation with MoFA were triangulated by means of desk research and interviews, while for the relation among MFSII alliances perspectives were taken into account of different departments within organisations: directors, PME, finance and programs.

1.4 Challenges of the study

Despite the short time span, all Dutch CSOs were willing and cooperative in sharing (sometimes strategic) information about the collaboration with other CSOs and with MoFA. Some CSOs shared their concerns about how the results of this study would be used by (political) opponents who are critical about international cooperation, especially with coming elections.

It is important to note that there is a large diversity in identity, programs, values and forms of collaboration between the different MFSII organisations. The fingerprint of each MFSII alliances is unique and therefore the sample of five MFSII alliance can't be considered as representative for all MFSII alliances. However this report has tried to identify some recurring general patterns and success factors in collaboration among MFSII alliances and with MoFA.

The response rate for embassies was relatively low and therefore can't be considered as representative for all embassies. However on all questions embassies are more critical than the other respondents.

A few respondents of the survey indicated they found it difficult to answer questions about MoFA as they hardly had any contact. Therefore their responses might be on the safe side, resulting in more 'Neutral' answers. In the analysis focus has been on main differences in perception between the different groups, rather than on absolute results.

1.5 Outline of the report

This report starts with an overview of the policy frameworks MFSII and TUCP, set up and appreciation of the relation with MoFA, its added value and developments in chapter two, followed by a description of the added value and appreciation of the relation between organisations in MFSII alliances in chapter three. Chapter four concludes with ongoing developments towards the future. The annexes contain further explanation on documents and organisations consulted and survey results.

¹ N=121 (53%, total 230), of which 94 respondents from MFSII organisations (56%, with 47 from MFSII member organisations and 47 of MFS lead organisations, total 169), 10 from embassies (26%, total 38), 10 from MoFA departments DSO and DDE (75%, 15 total) and 7 from trade unions (88%, 8 total).

² MFSII alliances included Woord en Daad/Red een Kind Alliance, SRHR Alliance, People Unlimited, Impact and Fair, Green and Global Alliance.

2. Relation between Dutch CSOs and MoFA

This chapter presents the findings on collaboration between Dutch CSOs under MFSII and TUCP with the ministry of Foreign Affairs, including both the department and embassies. It starts with a brief overview of the policy frameworks of MFSII and TUCP (2.1) followed by paragraphs about the set up and design of the relation (2.2), the appreciation of the relation (2.3), added value of the relation (2.4), influencing factors on the relation (2.5), and ongoing developments and future (2.6).

2.1 The Policy Frameworks MFS II and TUCP

Until recently, policy objective 3.3 served as a broad framework for funding Dutch CSOs. The table below highlights key elements of the Co-financing System MFSII and TUCP.³

	MFSII 2011 – 2015	TUCP 2013 -2016
Subsidy framework: overall aim/ objective	To contribute to the establishment and strengthening of civil society in the South as a building block for structural poverty reduction. MFS II encompassed a broad range of objectives and strategies including direct poverty reduction, strengthening the organisational capacity of Southern NGOs, strengthening civil society and influencing policy.	The capacity development of trade unions in developing countries at company, sector, national and international level and the capacity development of umbrella federations in developing countries at international level. ⁴
Planned results	Strengthened civil society, strengthened NGOs, contribution to achievement of the MDGs.	Adherence of labour rights, stronger trade unions, improved social dialogue and improved labour conditions.
Share of expenditure⁵	83%	3%

Table 1: MFS II and TUCP framework

The MFSII policy framework included the need to ‘combine forces’ and ‘prevent fragmentation’ within the development sector, indicating that there is an underlying assumption that civil society organisations need to cooperate and/or coordinate more together to be more effective. Extra points could be gained if applications were done in alliances. The MFSII policy framework also referred to the importance of civil society working more with actors outside of civil society, such as the private sector. The TUCP framework stated the importance of complementarity and the importance of having a good balance between government, private sector and civil society. Within the TUCP programs alignment and collaboration between the two trade unions was encouraged by MoFA too.

2.2 Set up and design of the relation

This paragraph describes how MoFA and CSOs have experienced the start of MFSII and TUCP, how CSOs felt about the demand to form alliances under MFSII and which agreements underlie the cooperation.

³ Terms of Reference for the policy review ‘Support through Dutch NGOs for the sustainable development of civil society in developing countries’ (policy objective 3.3). IOB 2016.

⁴ TUCP subsidy framework 2013-2016.

⁵ Expenditure under policy objective 3.3 adds up to EUR 2371 million in the 2011-2015 period. (Note: expenditure from 2011 to 2014, estimated expenditure in 2015) The remaining went to SNV (13%), PSO (1%) and the Suriname Twinning Facility (less than 1%)

The focus on collaboration

MFSII interview respondents indicated that they did understand and agreed with the MoFA requirement of intensified collaboration within the sector to reduce fragmentation and improve effectiveness under MFSII. They characterize the development sector as fragmented at the start of MFSII. This is a result of opening up the exclusive relations between MFOs and MoFA under TMF in 2002 (Policy Framework *Thematische Medefinanciering*).⁶ Although most agree that opening up the relations with MoFA to a broader group of stakeholders since 2002 was a positive development in order to increase quality and diversity in the sector, it also resulted in a crowded field.

For the trade unions working in alliances was not a criteria. However, collaboration is core business for them. Focussing on multi-stakeholder dialogues is an important approach within TUCP. TUCP respondents agree therefore on the importance of collaboration. However, MoFA did prefer the two trade unions to start working closer together and align activities. Despite some attempts from the Ministry this has not resulted in structural collaboration yet.

CSOs feel that collaboration is important for the future of development cooperation. They recognize that the complexity of today's world requires highly adaptive and flexible organisations. The intensified collaboration under MFSII has contributed to more open and flexible CSOs. CSOs find it easier to approach and find each other. According to interview respondents there has been overall much more contact between all the organisations and a better understanding on what other organisations do compared to before 2011.

There were also questions raised about the funding instrument chosen for these alliances. CSOs wonder whether a tender process such as used under MFSII is the best instrument to create high quality collaboration. Tender processes require a tremendous investment from all the organisations involved.⁷ Interview respondents indicate that tenders – especially with a short subsequent duration - increase competition in the sector and the tendency of organisations to be calculative and opportunistic.

“Working in alliances especially at the start sometimes feels like a beauty contest.” – CSO interview respondent

The number of MoFA subsidies and tenders for NGOs increased considerably over the past 15 years, from 7 subsidies in 2003 to 27 tenders in 2016.⁸ Small CSOs also comment on the heavy threshold criteria used in most tenders. This leads to the perception that bigger CSOs qualify easier for funding than smaller CSOs. A result is that for example migrant organisations (often small and focussing on one country) do not qualify for any funding any longer.

Influencing factors on the relation during the start

Changing (PME) requirements

The start of MFSII is characterized by (sometimes changing) application requirements which MFSII organisations considered very influential on their programs and collaboration, the most important being:

- The link between the PME framework and MDGs, a requirement that was added later in the process. CSOs were required to report to MoFA along MDG lines instead of their own categories.

⁶ Interdepartementaal Beleidsonderzoek: Medefinancieringsprogramma. Tweede Kamer, vergaderjaar 2000 - 2001, 27 433 nr. 3.

⁷ CSOs estimate that joining in a tender process costs an organisation at least between 50.000-100.000 and for more complex (EU) tenders even more.

⁸ Annex 4: overview of different MoFA funding channels: *“Dutch NGO funding how much, to whom, how and why”*, CIDIN, 2016; pg. 9.

It was considered artificial, making reporting more complicated for CSOs as they had to translate their own PME systems in the MDG template while the relevance for their own organisations decreased.

- Changes in the first months of the programme around the requirements for the baselines that were very late for the alliances to accommodate (and costly and time intense), which put pressure on the collaboration and the planning of programs.
- Changes regarding CIVICUS and 5C requirements. CSOs appreciated the flexibility of MoFA for not having to report on Civicus and 5C annually. Questions were raised about the usefulness of Civicus.

CSOs were disappointed and felt that MoFA did not have a solid understanding on what it meant for the CSOs to change requirements for all layers involved in these complex alliance structures.

“Communicating changes to organisations in Holland is doable, but for them to tell partners in the South that the rules of the game have changed is far more difficult” – MFSII survey respondent

Some alliances discussed the heavy reporting requirements and appreciated MoFA’s flexibility to change their requirements regarding 5C and Civicus. The initial requirements loosened after some discussion.

“MoFA noticed the tensions around heavy requirements. We called a meeting and asked how we could simplify things. M&E protocols have been adjusted and no annual reporting requirements where needed any longer on 5C and Civicus”. – MoFA interview respondent

Budget cut: frustration and anger

In the run up to MFSII, alliances were asked to write proposals with detailed program plans, results areas and budgets, which they considered to be labour intensive and time consuming. Alliances received between 51 and 74% of the proposed budget (after the budget cut).⁹ As a result the alliances had to readjust the program plans and budgets. After the programs including budgets for all alliances were determined, there was an overall budget cut of 11% just after the start.¹⁰ This affected the alliances again. After all the hard work done in the application process organisations had to go back to the drawing board, which caused frustration and anger towards MoFA.

“The attitude taken by the Ministry at the start of the program, forcing us to make severe budget cuts, to produce a new PME scheme because of change of template and to produce a new annual plan. All in all we had to rewrite the proposal”. MFSII – survey respondent

TUCP’s start was slightly different. It was not a tender process and there was less emphasis on collaboration. However, also trade unions indicated that the PME requirements were experienced as heavy, not always relevant and it wasn’t always clear what information MoFA was looking for. Also trade unions complained about the changes in (PME) requirements at the start. Because TUCP shifted from MoFA/DSO to MoFA/DDE they experienced different dynamics at that level too. They are positive about the shift to DDE as in their opinion the programs under DDE fit better with the trade unions than those under DSO.

“All financial policy frameworks have their own financial and PME requirements. Every MoFA department asks different things and they invent new things every time” – CSO interview respondent

⁹ See annex 5 for an overview of alliance budgets

¹⁰ Totalling 87 million Euro.

MoFA’s new approach during the Strategic Partnerships Dialogue and Dissent to work with concept notes and allow for a longer exploration and scoping phase is highly appreciated amongst all CSOs and considered much more fit for purpose. IATI however is seen by many CSOs as unhelpful, costly and time consuming whereas the general feeling is that it is not quite clear what results it will yield.

2.3 Appreciation of the relation between CSOs and MoFA

This paragraph looks at the daily operations of the collaboration between MoFA en CSOs. How did all organisations involved perceive the quality and value of the relation and why? What was the intensity of the relation, which issues were addressed?

The quality and value of the relation

The figure below shows how MoFA, trade unions and MFSII organisations experienced the quality of the relation, the value of the relation for their organisations and the impact for beneficiaries.

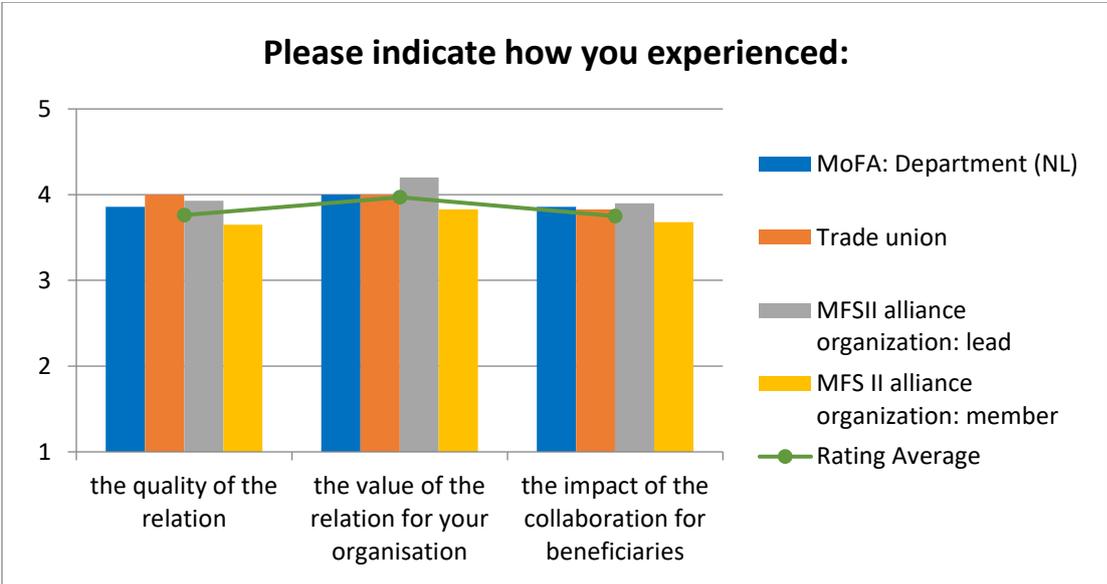


Figure 1: Survey question 17 – Quality and value of the relation (1 = very unsatisfactory, 2= unsatisfactory, 3=neutral, 4=satisfactory, 5= very satisfactory)

Survey results show that most partners score a little below 4 (close to satisfactory) on the quality of the relation, the value the relation adds to their organisation and the impact of the collaboration for beneficiaries.¹¹

CSOs appreciate the constructive relation with MoFA

CSOs overall consider the relation with MoFA as positive and experienced the personal relations as good. Many CSOs from both MFSII organisations and trade unions mention that MoFA has shifted in the past five years from a donor role to a more partner role. This change in role is mostly characterized by open communication, sharing on thematic level, more intense relations including substantive conversations with thematic departments and building a broader network within MoFA.

Special mention is made by CSOs of the level of openness, flexibility and the growing level of trust and respect in the relation with MoFA in the past years. CSOs felt valued by MoFA and have appreciated it when there was continuity in contact person/contract holder within MoFA.

¹¹ The score of the embassies is between unsatisfied and neutral on these areas. Response rate for this question from embassies was very low (N=3), so this can’t be considered as representative for all embassies.

CSOs appreciate the accessibility of MoFA, the reasonable flexible attitude and supportive role of MoFA in personal conversations. Changes in budgets within reasonable margins could be made when necessary. The flexibility is notable compared to foreign governmental donors. MoFA is also seen as a committed partner. Joint field visits are mentioned as important ways to build relations and deeper understanding of the programs and ways of working. CSOs appreciate it when reports and other relevant documents provided by them are read well in advance of a meeting; this wasn't always the case. Also genuine and constructive feedback on these documents is considered helpful in the relation.

The organisations mentioned the difference in relation between DSO and thematic departments. The relation with DSO was perceived as more contractual, which CSOs understood to be DSO's core function. It was characterized by generally good personal relations with contract holders. Whether a relation was valued also often depended on the person. Appreciated personal characteristics are genuine interest, willingness to listen and contribute, commitment and knowledge and expertise on content. The relation with thematic departments showed more characteristics of a partnership as there were more substantive discussions, with exchange on themes and international (policy) developments feeding both CSOs and thematic departments and contributing to the sense of being in an equitable relation. This was mentioned especially by thematically focused alliances and organizations who communicated with specific thematic departments.

Although the relation with MoFA is considered open and respectful, many agree that not enough time has been devoted to relation building and maintenance between MoFA and CSOs. CSOs recognize at the same time their own tendency to keep up appearance. Organisational interests are at stake and competition in the sector is high, so CSOs mention that it is important to meet MoFA requirements and to keep MoFA happy.

"We had the freedom to carry out the MFSII program in a way we thought to be relevant for the partners with whom we worked and for the issues we worked on" – MFSII survey respondent

Relations with embassies depends on embassy priorities

The view on the relation was more diverse when considering the intensity of the relations with embassies. Many CSOs indicated that relations with embassies vary highly. Relations were appreciated when embassies are genuinely interested in the work of CSOs, when trade is not considered more important than aid at embassy level, when embassy's policy priorities coincide with CSO program priorities and when there is enough capacity at embassy level facilitate meetings, link programs and organisations and visit programs in the field. CSOs indicate that a good relation doesn't necessarily mean that this needs to cost a lot of time. Genuine interest, active listening, sharing relevant information – also without asking, willingness to support each other were mentioned when discussing what makes a working relation worthwhile.

CSOs further comment on the disconnect they experience between embassies and MOFA department. Embassies sometimes had different policy priorities than MFS alliances. CSOs found it hard to understand how they could be part of a MoFA department policy framework while at the same time not fitting in with the plans and regional policy of embassies. As a result of this disconnect CSOs sometimes had higher expectations towards the role of an embassy than what the embassy could or would offer.

"I think that the Ministry was still searching for their role (and how to perform best in this role) and would have been open for feedback and input. If that discussion would have seriously taken place at the start, the collaboration might have been different throughout the MFSII period." - MFSII survey respondent.

MoFA appreciates relation with CSOs and useful information, but feels misunderstood sometimes

MoFA has experienced a good level of trust in the relation with CSOs. According to MoFA, CSOs are considered professional and highly devoted partners. MoFA departments furthermore valued the exchange on policy topics and thematic issues. Regular consultations led to useful information sharing for CSOs as well as for MoFA.

“Critical, independent, active and innovative policy inputs.” – MoFA survey respondent

MoFA also indicates that the change in attitude from donor to partner has been a deliberate choice. MoFA has invested under MFSII in creating a broader understanding amongst CSOs on the context in which MoFA operates and the potential and limitations of MoFA. They encouraged their staff to acknowledge the potential power imbalance between CSOs and MoFA but to do everything in their ability to be as open as possible, be genuinely interested and supportive.

MoFA comments on the fact that deeper understanding from CSOs about the context in which MoFA operates, could help improve the relation.¹² MoFA for example is developing a new narrative on its view and role in the changing environment of international cooperation.¹³ Under MFSII MoFA contract holders indicate that CSOs don't always have seemed to understand their position. At times MoFA felt that CSOs held them responsible for unpopular political decisions whereas their room to manoeuvre is sometimes limited. And under MFSII, MoFA felt that – with some exceptions - CSOs have mainly perceived and approached them as funder during MFSII, while its ambition was to shift more towards a partner role.

“They see Ministry as culprit, not the Dutch politicians” – MoFA survey respondent

Although survey response from embassies was limited, their perception on the relation is very different than that of MoFA department. Overall embassies are less satisfied about all aspects of the relation. Although embassies weren't interviewed for this study, the perception study and other partnership reviews and meetings show that embassies haven't felt sufficiently engaged with the MFSII process and the choice of organizations. They felt forced by the Netherlands department to work together with organizations they didn't choose themselves and with programs that in some cases didn't fit their regional policy priorities, which made them reluctant to cooperate.

¹² Examples are partnership meetings between embassies and CSOs organized around *Strategic Partnerships Protracted Crisis*, where both MoFA and CSOs argued their understanding for each other's contexts significantly.

¹³ *Ontwikkelingssamenwerking: Investeren in een betere, stabielere en veiliger wereld*. MoFA internal document, 2015.

Intensity of the relation

The figure below shows how often CSOs and MoFA had contact.

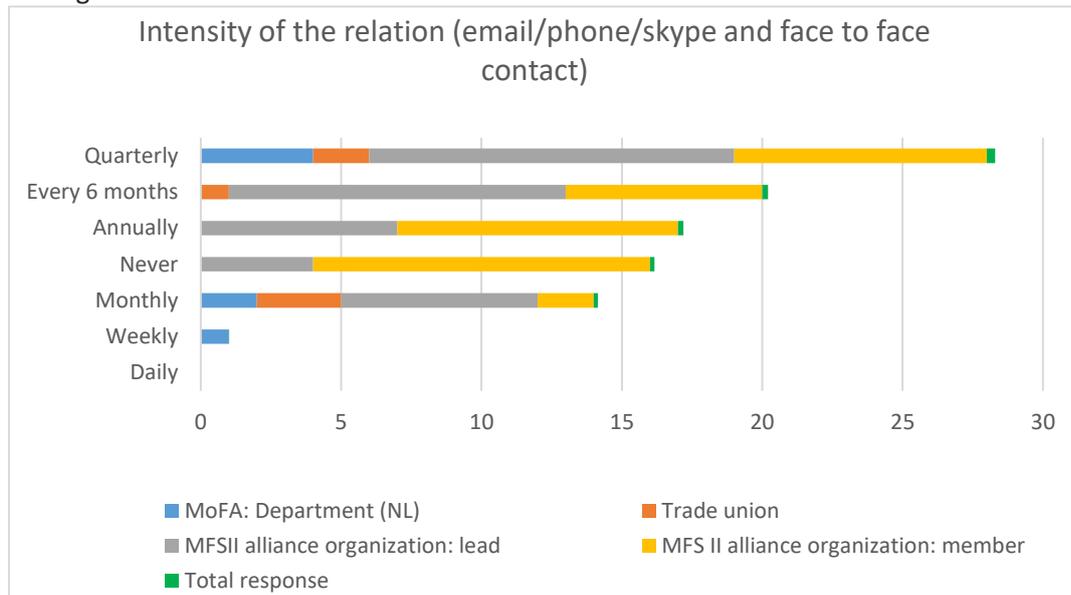


Figure 2: Question 11 - How often did you have contact (by phone, email, skype and/or face to face)?

MoFA is considered an easy accessible partner. Contact was mostly quarterly for both MoFA and CSOs. It is remarkable that MoFA has experienced the relation as more intense (86% indicated quarterly or monthly contact) than the MFSII lead and members (37% indicated quarterly or monthly contact). Intensity however differed per alliance and per person in the alliance. Financial and PME officers indicated they had overall less contact with MoFA than directors and alliance managers. Trade Unions seem to have more regular contact than many MFS alliances. Overall the intensity of the relation decreased towards the end of MFSII, because everybody was busy with new programs.

The figure below shows what was discussed during joint meetings.

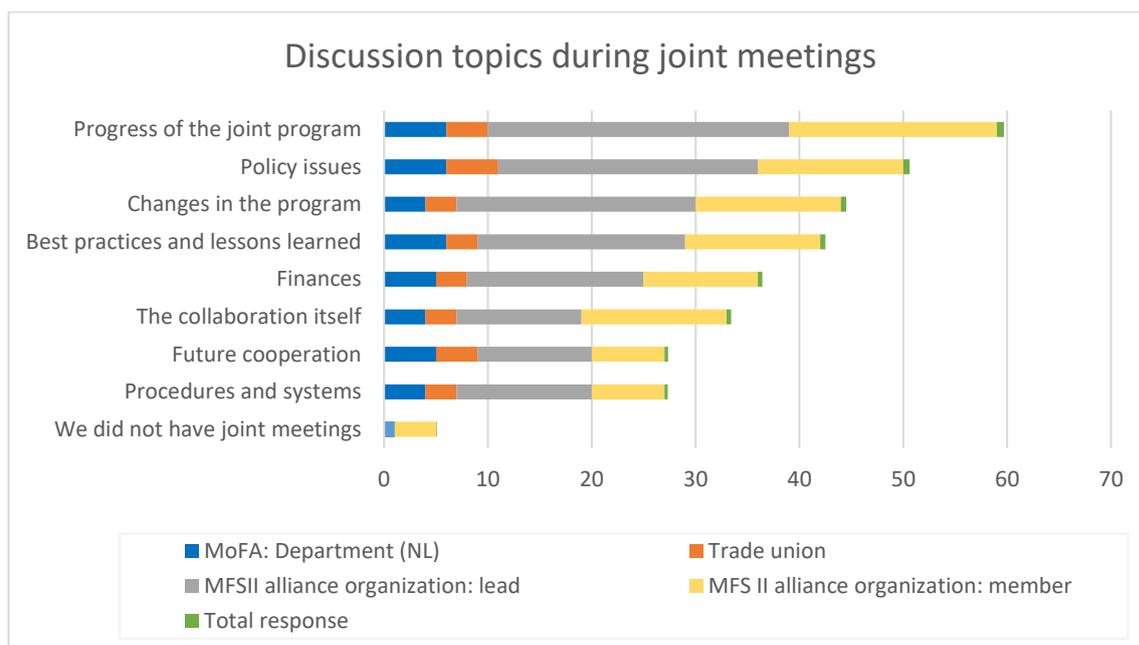


Figure 3: Survey question 12 (N=81) – Number of respondents that indicate that the topic was discussed during joint meetings

Topics discussed during meetings include *progress of the joint program* (59 respondents indicated this discussion topic which is 70,2% of all respondents), *policy issues* (50 respondents (61,7%)), *changes in the program* (44 respondents (52,4%)) and *best practises* (42 respondents) (50%). To a lesser extent there is also room to discuss *finances* (36 respondents (42,9%)) and *the collaboration itself* (33 respondents (40,5%)).

Meeting agendas were usually jointly shaped by both MoFA and the CEOs and meetings were open. Different CSOs complained that their carefully developed reports weren't read by MoFA before their meetings. Although progress and planning were an important topic for discussion of the MFSII and TUCP policy meetings with MoFA, the meetings also provided ample room for wider policy dialogues, discussion about challenges and changes in the context and collaboration. Respondents indicate that topics changed over time from more progress and finance towards more focus on wider policy and political developments. The shift from focus on accountability to wider dialogues was noticed in the lifetime of MFSII and appreciated by both CSOs and MoFA.

Characteristics of the relation

Relations are experienced as more transactional

The figure below shows how respondents position their relation on a scale from transactional to transformative, with 0 meaning completely transactional, and 100 meaning completely transformational.¹⁴

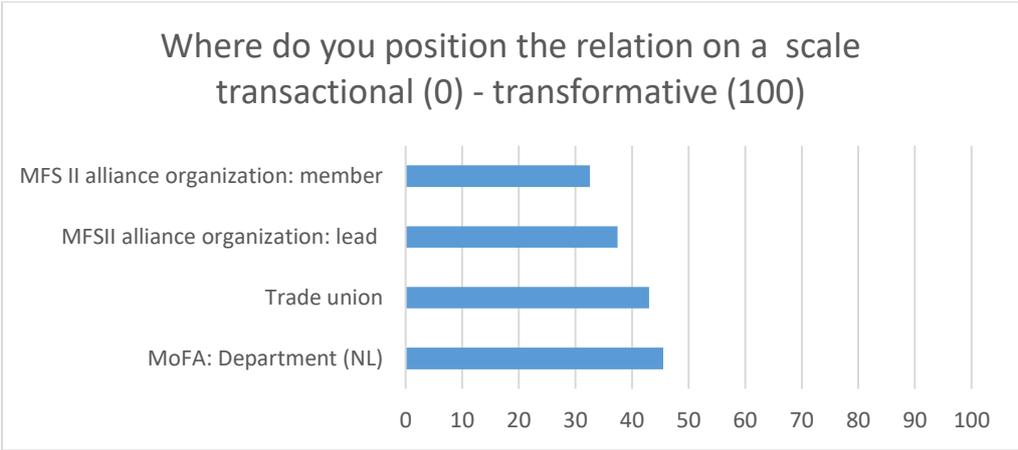


Figure 4: Survey question 15 - Position of the relation on the partnership continuum

On the partnership continuum the average score is 37, indicating that partners position the relation with MoFA more towards the transactional side. Although individual scores vary highly, on average it becomes clear that MFSII Member organisations (often more on a distance from MoFA), experienced the relation under MFSII more transactional than MoFA. This figure aligns with the interview results. Furthermore it is interesting to note that alliances with a “big” lead (meaning a lead with a big share (>70% of total budget) position the relation with MoFA as more transactional¹⁵ compared to alliances where all alliances members have a more equal share. The latter position the relation with MoFA still on the transactional side but more towards transformational.¹⁶

¹⁴ Characteristics of Transactional Relation are contract based, strategic framework created by one party, major decision making lays with one partner, one-way accountability, focus on results. Characteristics of Transformational relation are co-creation of strategic framework, mutual accountability, joint decision making, risks and benefits are shared, focus on relation.

¹⁵ Score of 29, N=17

¹⁶ Score of 37, N=72

2.4 Added value of the relation between CSOs and MoFA

Added value of the relation for own organisations

The figure below shows what survey respondents regard as the main added value for their own organisation.

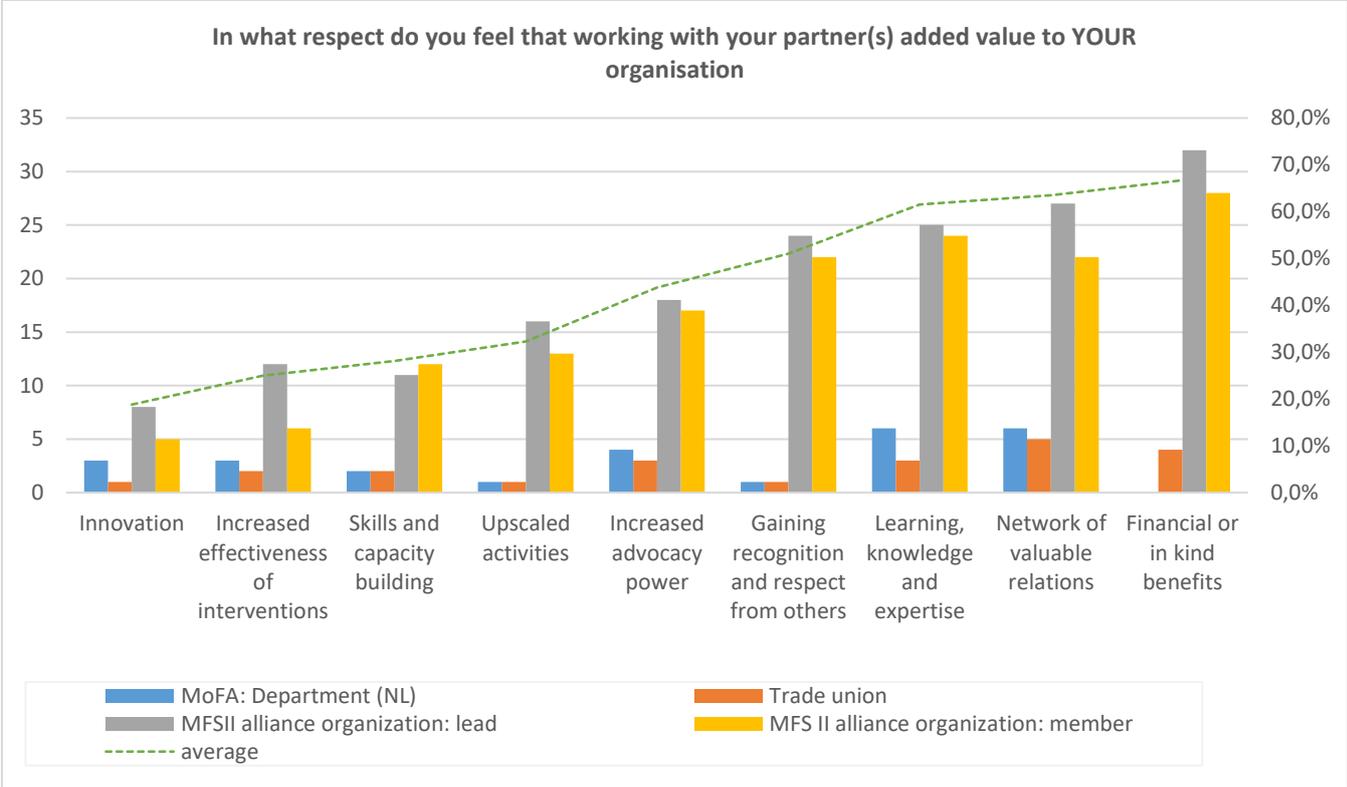


Figure 5: Survey question 19 - In what respect do you feel that working with your partner(s) has added value in any of the following areas?

The table shows that *financial and/or in kind benefits* is seen by MFS organisations as where most value is being added to their organisation as a result of working with MoFA. This is followed by *Network of valuable relations* and *learning, knowledge and expertise*. *Increased effectiveness of interventions and innovation* score lowest for these organisations. Trade unions mention a *network of valuable relations, financial benefits* as most valuable and to a lesser extent also *learning, knowledge and expertise* and *increased advocacy power*. *Up-scaled activities* and *gaining recognition* are less important. MoFA indicates that this relation mostly adds value for them in the area of *learning, knowledge and expertise* and *network of valuable relations*. Southern organisations perceptions about the added value of the collaboration with Dutch CSOs for their own organisation¹⁷ overlap with how the Dutch CSOs perceive the added value of their relation with MoFA for their own organisations; Southern CSOs also mention learning and networks as important added value.

¹⁷ Perception Study *Shifting Interests, Changing Practice*.

Added value of collaboration between CSOs and MoFA

The figure below shows how survey respondents experienced the collaboration with MoFA with regard to its added value.

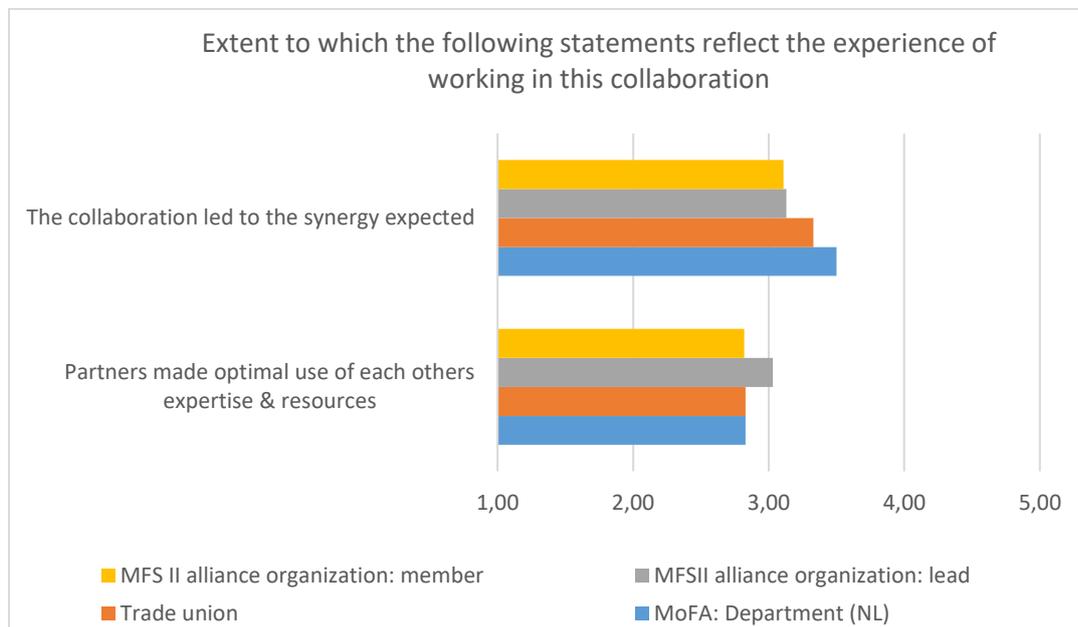


Figure 6: Survey question 20 - 1=fully disagree, 2=disagree, 3=neutral, 4=agree, 5=fully agree

The figure above shows that CSOs and MoFA are least satisfied about the extent to which they made use of each other's expertise and resources (score between disagree and neutral). MFSII organisations score neutral on the statement whether the collaboration has led to synergy expected, trade unions and MoFA slightly higher (between neutral and satisfied). The results are noteworthy as the intention and ambition on the level of complementarity and synergy has been an important part of the program plans and MoUs of the MFSII organisations. All alliances stated in their plans the opportunities of building on synergy and complementarity of the different members. The ambition to create synergy and complementarity is in many program plans specified on program level, scale, efficiency, effectiveness, learning and innovation. Complementarity is defined as making use of each other's expertise, approach, networks and knowledge.

"In each country and geographical area the Alliance will build on synergy and added value of the different Alliance members, their partners and other actors in addressing the actual needs of the target population" - MFSII application

There is a difference in how alliances perceive the level of synergy created between CSOs and MOFA. Overall creating synergy and making use of each other's expertise and knowledge is not perceived as convincing yet. This may have to do with the fact that MoFA was still perceived mainly as a donor within MFSII and not as a partner. Also both MoFA and CSO's did not 'steer' synergy on the level of their relation. Synergy was more looked at from alliance perspective. But also on alliance level there is no clear evidence that the expected level of synergy has been achieved (see next chapter).

Added value of the collaboration as an instrument

The figure below shows how CSOs regard the impact of collaboration on development issues.

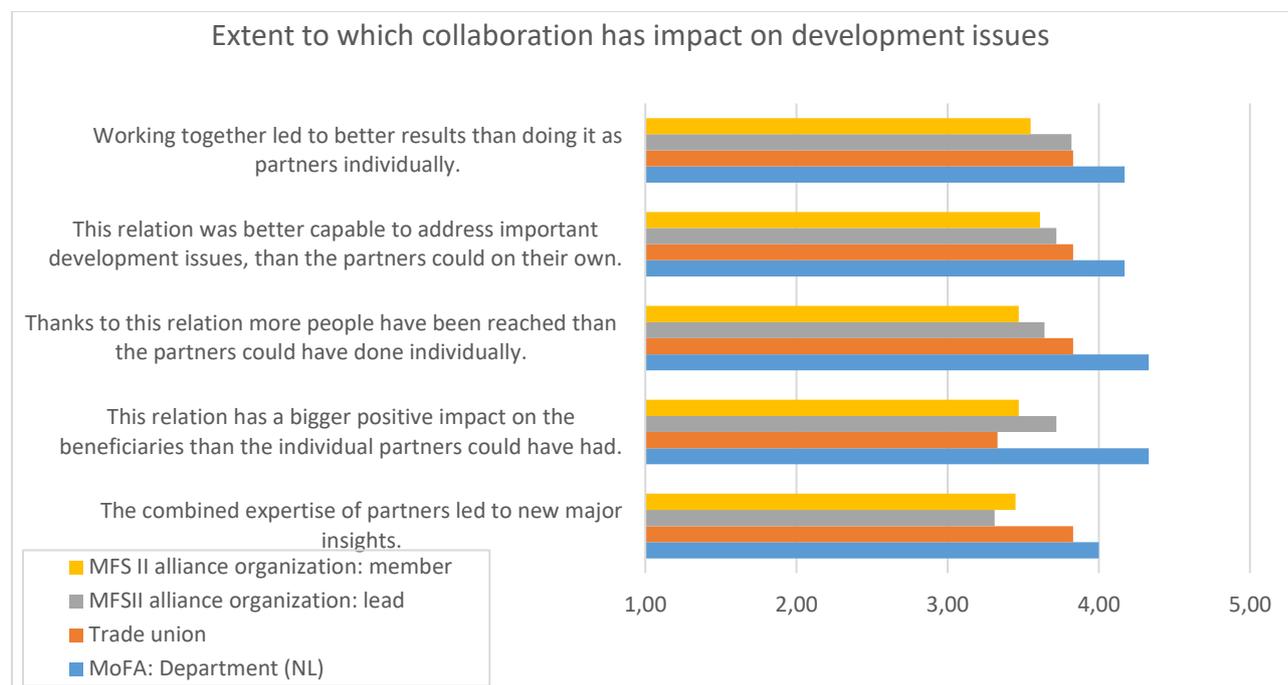


Figure 7: Survey question 22 - 1=fully disagree, 2=disagree, 3=neutral, 4=agree, 5=fully agree

Overall MoFA scores higher (between agree and fully agree) on all statements about the added value of collaboration as an instrument than CSOs. This may have to do with the intentions of the MFSII framework (the assumption that collaboration will add value), and with the sometimes polished reports received from alliances about the added value of their collaboration in the field. CSOs, especially the MFS organisations, are more moderate in their perception (between neutral and agree) about the added value of collaboration. In interviews CSOs state that they do understand the need to collaborate. They recognize the fragmentation in the field and the need to work differently in today's complex world. CSOs see the potential of adding value through collaboration but also comment on the huge task it is to make collaborations work. They also comment that forced collaboration may not lead to the best results but recognize that the forced collaboration within MFSII has led to some important changes in the sector: CSOs find it easier to contact each other now and understand better how other organisations work.

2.5 Influencing factors on relation with MoFA

This paragraph takes a closer look at the influencing factors on the relation between MoFA and CSOs. How have changes in procedures, policy and requirements beside the budget cut at the start influenced the collaboration? What were these factors during MFSII and TUCP? How did all parties feel about them and in what way did these decisions effect the organisations involved?

The table below shows the influences of changes on the collaboration between CSOs and MoFA.

Influences changes MoFA on collaboration	Only positive	Mixed positive and critical	Critical	Neutral
All (87)	13 (15%)	7 (8%)	30 (34%)	36 (41%)
MoFA (10)	3 (30%)	1 (10%)	3 (30%)	2 (20%)
Trade Unions (4)	1 (25%)	0	0	3 (75%)
MFSII Lead (39)	5 (13%)	5 (13%)	14 (36%)	15 (38%)
MFSII Member (34)	4 (12%)	1 (2%)	13 (38%)	16 (47%)

Table 2: Survey question 16 - How have changes in procedures, policies, budgets and/or requirements coming from the Ministry influenced the collaboration (open question)

The table above shows that partners make mention more of influences that impacted the relation negatively than positively. The following factors have been mentioned by survey and interview respondents as the most influential on their relation with MoFA:

PME/Reporting requirements

Of all factors that influenced the relation, PME and reporting requirements have been mentioned most. CSOs are of the opinion that the PME requirements were too heavy, too strict and not well connected to daily practise of the CSOs.

“We have worked within the agreed framework. In my view the agreed framework was not flexible and because we stucked to it, in certain instances the relevance of what we were doing and how we did it diminished” – MFSII survey respondent

Collecting data from different alliance partners and local partners and aggregating it to an acceptable and informative level was considered a huge task for many alliances and also for trade unions. CSOs wondered if MoFA understood the complexity and intensity of the PME framework fully. The PME framework put a lot of pressure on the collaboration. Alliances that have not experienced the reporting stress so much were alliances with a big lead – over 70% share of the budget – and a few smaller partners. In these cases the reporting was considered not too heavy and more business as usual.

The statement in the survey ‘Reporting systems generated appropriate information to monitor progress towards goals’ scored lowest across all partners.¹⁸ Although the framework made the reports more comprehensive, it remained a mash of mainly quantitative information for MoFA. Syntheses and analyses were often lacking, despite MoFA’s requests for it. The problem was the level of aggregations and the fact that everything was so context specific.

“The reporting structure: although we asked for analytical reports, we had to work through extensive reports, which were difficult to read, since they contained a lot of information on the implemented activities of the partners in the various countries. It took quite some years to really understand the focus of the alliance” – MoFA interview respondent

CSOs on the other side felt that MoFA did not seem to have clarity on what information was needed and relevant for them. CSO did put a lot of energy into preparing reports for MoFA but had no idea if the information provided, helped MoFA to create a better understanding and if they met the reporting requirements sufficiently. Many have mentioned the change towards focusing on the Theory of Change as a welcome development compared to the strict M&E frameworks that were used under MFSII and TUCP.

¹⁸ See Annex 6: Survey question 9

Both MoFA and CSOs seem to lack a clear vision on what is relevant information for them and for each other. MoFA and CSOs also both express that reporting focused initially mostly on accountability. CSOs noticed towards the end of MFSII (beginning of the Strategic Partnership) that MoFA tried to deal differently with PME. There was more emphasis on learning and improving and less on accountability. This shift was highly appreciated by CSOs.

Lead construction: fosters inequity

The lead applicant construction is another factor of influence on the relation between the alliance and MoFA¹⁹ MoFA required alliances to appoint a lead applicant. The contract between alliances and MoFA stated that *the lead applicant is the sole contact, representative and responsible organisation towards the Minister and the Ministry, both regarding the implementation of the Programme and the compliance with the obligations connected to the grants awarded.*²⁰

This seems very logical from an efficiency and legal point of view, however it also influenced the relation. Leads mentioned that they felt pressured because they were held responsible for programs were they have little or no influence on. The automatic reaction of many leads was to control and to decide for the collaboration on what was best to do and which formats to use (often the lead formats).

In practice in some cases the lead would function as the exclusive contact point for the ministry. Policy meetings took place by representatives of the lead organisation, with input necessary provided by the member organisations. Sometimes member organisations were very content with the lead organisation taking that role, as they felt this decreased their administrative burden. This was especially the case when they had direct contact with the ministry as lead of another alliance. Others felt their visibility and influence decreased because of the lack of direct contact with the ministry. Other alliances decided in consultation with their contract holder to have joint meetings with the ministry and sent representatives of each member organisation. This was especially so with smaller alliances.

A fair number of MFSII alliance members (37%) expressed that they did not have direct contact with MoFA as this was done by the lead in line with the contract they had with MoFA. Some said that an information and relation gap between members and MoFA was created.²¹ The lead became much more visible for MoFA than the other members. The survey results furthermore show that this is more the case for alliance with a big lead organisation (CRA, Communities of Change, Impact, People Unlimited and ICCO alliance) who received a big share of the overall budget >50%).

Capacity shortage – specifically at embassies

Respondents from trade unions and MFSII programs comment on the limited capacity at MoFA caused by budget cuts in the last 5 years. The effects are seen mostly at embassy level where there is little time available and where embassies as a result of limited capacity tend to be reactive and more distanced. Respondents also indicate that budget cuts together with staff rotation resulted in less content expertise at MoFA level. CSOs agree that decreasing the capacity at embassy level has been a major mistake.

Thematic expertise at embassies but also at some Dutch MoFA level has decreased according to CSOs. The relation between embassies and CSOs varied depending on policy priority, thematic knowledge, whether an embassy had a strong trade focus, personal interest and attitude.

¹⁹ It also influenced the relation within the alliances but this aspect will be covered in the next chapter.

²⁰ Contracts MoFA and MFSII alliances

²¹ Annex 6: Question 6 analysis of stories.

Trade & Aid Agenda

The shift from Aid to Trade & Aid has been noticed during the past five years and impacted the collaboration and programs. CSOs are generally positive about Ploumen's policy but critical about ODA budgets being used to stimulate trade in favour of the Netherlands own interests rather than to focus on Good Growth in the countries in their view. CSOs are sceptical about the intent of the corporate sector and its potential to reduce poverty. They stress that the effectiveness of trade on economic development is unknown. Some also stress that the merge between Trade and Aid made the relation between CSO and MoFA more complex:

"The merge between Trade and Aid made it harder for us. We were invited a lot at BZ and discussed a lot amongst us but it became clear that our political agenda's did not match there." – CSO – interview respondent

The tendency to value Trade over Aid within MoFA is mentioned by many MFS organisations and Trade Unions. In particular at embassy level, where Aid in some cases is perceived as inferior to Trade.

"Economic diplomacy is nice, but human rights are being violated. You can't ignore that as embassy." - CSO interview respondent.

As a result of these developments, some CSOs feel that they are no longer seen as a serious partner at embassy level but rather as potential troublemakers. CSOs also express that Embassies seem to have a quite random approach on Trade & Aid. Some focus mainly on Holland Branding, others on Corporate Social Responsibility and others on local economic development. CSOs mention that the Holland Branding embassies are usually not interested in CSOs any longer at all.

The policy framework encouraged CSOs to start working with other non-CSO actors, especially with the corporate sector. This is mentioned as an ambition at alliance level too.²² However linking up with the corporate sector and trying to involve them as a CSR partner has not been easy for CSOs. In the first place they feel that the corporate sector is not keen on working with themes that are politically sensitive (such a SRHR) because corporates don't want to be aligned with these themes.

End of MFSII

The end of the MFSII program was communicated late 2012. CSOs were quite disappointed - and angry - with MoFA at that time and started to get worried about their financial future.

"We were not happy with the increased unpredictability of MoFA and also noticed increased fragmentation within MoFA." – MFSII interview respondent

The announcement not to continue MFSII had immediate effect on the intensity of the relation. CSO and MoFA interview respondents indicated that the number of meetings became less frequent towards the end. Moreover almost at the same time when the end of MFSII was announced, other funding channels – tenders – opened up, such as the Strategic Partnership Protracted Crisis, Dialogue and Dissent, ARC and FLOW. This led to focus on new opportunities and as a result less focus on the togetherness and added value within the alliances. The implications for the relations within the alliances will be addressed in the next chapter.

CSOs appreciated the opportunity to be able to give input in the new policy framework from 2013 onwards. The process of giving input was however quite ad hoc and a more strategic process to inclusive policy development would be appreciated a next time.

²² Some alliances expressed the ambition to work with the corporate sector in their annual meetings with MoFA.

Service delivery to Dialogue and Dissent

Linked to the end of MFSII was the development of the new policy framework Strategic Partnership Dialogue and Dissent (D&D). This new policy framework falls outside the scope of this study but the lead up to this new policy framework did impact the relation between MoFA and CSOs and therefore is mentioned here.

Although many CSOs were in favour of the stronger focus on lobby and advocacy (L&A), most CSOs express that the focus on L&A has been framed too narrowly and should not be a stand-alone. L&A is not applicable in all contexts and sole focus on L&A put the licence to operate in communities under pressure. The general understanding of L&A is policy influencing on mainly (inter)national level. Some CSOs felt disqualified because of this narrow L&A focus. They focus on empowering people on the ground and service delivery and this is not considered to fit under the new framework. The shift of focus resulted therefore in most alliances deciding not to continue their work together. In this respect CSOs feel that MFSII hasn't resulted in institutionalized defragmentation and reinforcement in order to strengthen civil society, but rather has increased competition among CSOs in order to find funding.

This links to an observation of some MoFA and CSO respondents that CSOs seem to become more and more an execution unit of MoFA rather than an independent CSO organisation. Very few alliances have put efforts on finding additional funding to continue the work of the alliance, as they felt there were no suitable funds available or they didn't have the time to apply. Most members continued their work individually.

With regard to D&D, MoFA's inconsistency is mentioned as being unhelpful because some MoFA departments or representatives consider dissent as inappropriate and undesirable according to CSOs. CSOs feel that clear common understanding on D&D within MoFA would help the work and would contribute to strengthening the relation with MoFA.

“There are two streams within the ministry: those that understand what dissent is, and those that don't. Some of the latter want Lobby & Advocacy to be supportive to Trade” – MFSII interview respondent

According to CSOs MoFA does not have always an eye for the extreme realities of people in the countries being persecuted and having to deal day in and day risking their lives. CSOs wonder what the role of MoFA will be if – due to the focus on lobby and advocacy – their partners get in danger.

2.6 Development and future

Shift from donor to partner

Both trade unions and MFSII organisations in general appreciate MoFA's shift towards being a partner. The more open attitude, genuine interest and policy dialogues are valued. At the same time it remains somewhat unclear what this partner role of MoFA in practice entails. The role is very diverse at present and depends on personal interpretation. Some CSOs mention that not a lot has changed in practice because CSOs still do all the work and deliver plans on request of MoFA. They mention that the relation is a lot about meeting each other and talking and not much on really playing complementary roles. In other cases MoFA is active part of a steering group. This diversity in MoFA's partner role is part of the search of MoFA to explore and find roles that adds value, and does justice to today's complex reality. It however is also considered somewhat random at present by CSOs.

Also at embassy level the diversity of how embassies interpret and fulfil this role is -as discussed before- very diverse. At some embassies some kick off workshops took place to clarify the role of embassies and create understanding and alignment. This has certainly been appreciated but according to CSOs,

embassies should think broader than only facilitating a meeting once every while to exchange knowledge and learn from each other according to CSOs.

MoFA experienced that some CSOs show resistance and are somewhat suspicious towards the partner role of MoFA. CSOs seem worried that a partner role will maximise the influence of MoFA at the expense of the autonomy of CSOs. Some CSOs also mention that they wonder if a funding role can go hand in hand with a partner role as these different roles consider a potential conflict of interest. At the same all organisations involved - also CSOs – have more roles. Having different roles and dealing with that responsibly will be an important challenge for all partners in this sector.

Shift from North to South

Many CSOs wonder about the future of Northern CSOs. There is a clear shift in focus from North to the South. Direct government funding for Southern CSOs and increased ownership from Southern CSOs over budgets, learning and capacity development seems to be the next step. This shift will have considerable consequences for the role of CSOs and MoFA in the Netherlands. CSOs agree that their role as grant makers doesn't seem realistic anymore in the future. Many Dutch CSOs shift already towards technical assistants/consultancy/resource mobilisation/L&A on global level. A change in approach in dividing the D&D money at country level (where local partners decide themselves on how to divide it best) is an example of how the new alliances can encourage local ownership.

Measures and assumptions underlying the present paradigm need to be rethought. The advisory group (a southern think tank to provide direction on L&A) was a good example of how alliances can facilitate this change towards more Southern ownership.

Although CSOs are usually not conscious that the actual underlying goal of MFSII was to “*contribute to the establishment and strengthening of civil society*”, they feel that collaboration with other CSOs and other sectors can and in many cases should be one of the instruments to strengthen civil society in the new paradigm, although it's doesn't have to be in an institutionalized form. However, they mark the difference between strengthening civil society and strengthening civil society organisations. It is important to develop a joint language and understanding about necessary changes and strategies that are fit for purpose within the new paradigm.²³

“Many NGO's consider themselves civil society. When they talk shrinking space, they mean 'less money for NGO's'. This needs to be rethought.” – Survey respondent

Shift from subsidies to tenders

Funding instruments have changed in the past years from budget support (up till 2002), to subsidies (up till 2010) to tenders up till now. Competitive tendering (bidding) is a widely used procurement method within government agencies and private sector organisations. The idea behind tendering is that it forces organisations to compete and (so the theory goes) consequently the purchaser and taxpayer will gain better "value for money". Other advantages are the perceived level of transparency involved in tender processes. CSOs comment on a number of disadvantages of tendering:

- Tendering is extremely costly and time intensive. Small organisations often can't afford to apply. And for large organisations it requires a lot of capacity on fundraising departments.
- Tendering processes are extremely technical. Good writing skills lead to more and larger contracts. Track record is often not taken enough into consideration which results in organisations winning tenders that are not necessarily the best.
- Often the assessment of proposals is done by external parties (consultancies) who don't know the context well enough and rate only technically. This leads to very illogical choices.

²³ See also the perception study *Shifting Interests, Changing Practice*, where this distinction is further discussed.

- It increases competition in the sector and seems to contradict the aspiration for more collaboration
- As CSOs have to connect to tender requirements they tend to become more execution units of MoFA rather than independent CSOs
- Tender selection processes do not always lead to more efficiency. Focus in assessments are on threshold criteria and other technical criteria. And not on balanced geographical spread.

“We see that more alliances work in the same country / the same area and with the same partner. “ – MFSII survey respondent

There are also CSOs that say that tenders do carry the above risks but that it depends a lot on the approach of the tender. They especially appreciate the change of approach from MoFA to a more open and co-creative tender process. Starting with a concept note rather than fixed detailed plans is considered much more fit for purpose in this complex world where agility is for example a huge improvement from the MFSII tender process.

3. Cooperation among Dutch MFSII organisations

This chapter describes how the alliances came to be (3.1), the role and appreciation of the lead organisations (3.2), the relation and appreciation of the relations within alliances (3.3) and the added value of the collaboration (3.4). It concludes with a description of the continued relation of Dutch CSOs after finalization of the MFSII program (3.5).

3.1 Realization of the alliances

This paragraph describes how the alliances came to be, what their activities were in those first stages and which agreements underlie their cooperation.

The scramble of alliances

The build up towards forming alliances could be characterized best as a scramble. Parties were counting their odds in different alliances, with the extra points for alliance forming in the MFSII framework weighing heavy in their decisions. Former MFO's searched for partners that would fit and complement their strategies and approached sometimes up to 50 potential alliance partners to identify the ones most suited in their perspective. Many organisations considered forming an alliance with one of the former MFO's as favourable as they saw the MFO's as 'preferred suppliers' by the Ministry considering their position as granting organisations before. As a consequence the former MFO's could choose between many potential alliance partners. Other organisations further institutionalized already existing relations and sometimes invited new parties.

"We thought our proposal might be more likely to succeed with more partners, but in the end we made a conscious decision to maintain the existing partnership as we trusted in our own strength." – MFSII member organisation about the decision whether or not to comply with MFSII preferences

It was a time of hard work without certainty, with many formal orientating discussions between organisations and informal talks between directors in cafes. Consultation rounds, feasibility studies and audits were carried out. The actual realization of an alliance depended amongst others on:

- Estimated success rate of the alliance in the assessment procedure of MFSII
- Potential added value of the collaboration according to the members
- The extent to which directors could get along with each other
- Alignment of vision

The common factor for almost all involved was the search for complementarity in terms of making use of each other's expertise, approach, networks and knowledge. Organisations were looking for partners that complemented their strategies and programs and program plans often describe the complementarity of the different organisations explicitly. The organisational interest remained key. The initiative and the decision to form an alliance, with which partners and in what form was in many cases a joint decision, in which the lead organisation had a heavy say. Most organisations participated in one alliance, some in two or more up to a maximum of five alliances.²⁴

Agreements and structures underlying the cooperation

In line with MoFA requirements alliances signed MoU's and/or alliance agreements with each other. These agreements described the aim, objectives and duration of the collaboration, procedures for monitoring and evaluation, (frequency of) communication and meetings, finance (division of budget), governance and structure of the alliance.

²⁴ Free Press Unlimited participated in five alliances after a merger in 2011 between Free Voice, Press Now & RNTL that had independently participated in different alliances.

Also most alliance agreements discussed in some form the method of collaboration and the different tasks and responsibilities of the lead applicant and the co-applicants. In many cases (conform the regulations of the ministry) MoU's describe the lead applicant as "the sole contact, representative and responsible organisation towards the Minister and the Ministry, both regarding the implementation of the program and the compliance with the obligations connected to the grants awarded."

The financial share of the different organisations in alliances varied considerably. On one end of the spectrum there were alliances who shared the budget quite equally. On the other end of the spectrum, alliances existed in which the lead received 96% of the budget and one of the members 0,4%.²⁵ The main difference in structure of the alliance is between those that were formed as a so called *Amoeba alliance*: a multilateral form with all members organically involved in collaboration, and those that were formed as an *Octopus alliance*: multiple bilateral collaborations under one umbrella. As shown in the pictures below:

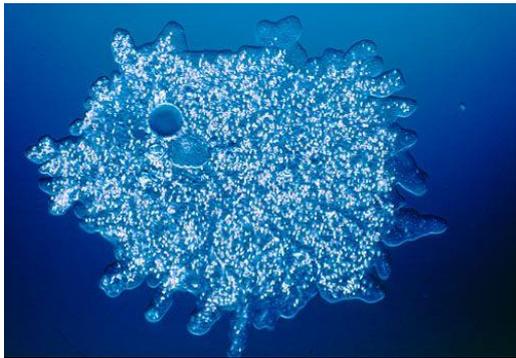


Figure 8: Amoeba alliance

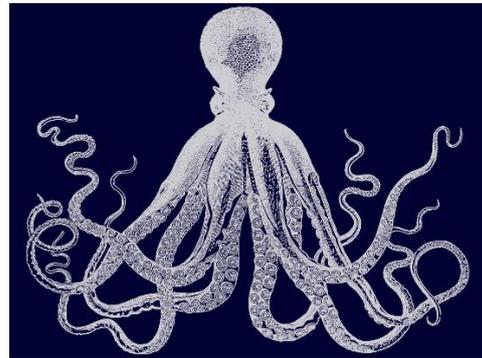


Figure 9: Octopus alliance

The main characteristics of these different two forms are in general:

Amoeba alliance (multilateral)	Octopus alliance (multiple bilateral)
Lead can be any of the members, regardless of organisational size, share of budget and who took the initiative, joint decision	Largest organisation usually in the lead, sometimes joint decision, sometimes decided on its own
Different shares of budget depending on role in joint program	Lead organisation relatively large share of budget
Joint decision making about (changes in) the proposal and program	Lead organisation shaping/deciding proposal and program with input from members
Systems and procedures of different members used, or joint systems/procedures developed	Systems and procedures of lead organisation used by others
Mutual accountability between all members	One way accountability member → lead
Joint program in which all members are involved to some extent	Bilateral programs between lead and members, with minor or no linkages between members
A governance structure with shared roles and responsibilities	A governance structure where the lead was mainly responsible

The consequences of these different structures will be discussed under 3.2 and 3.3.

²⁵ Based on MoUs and alliance agreements of five MFSII alliances in sample.

3.2. The role and appreciation of the lead organisation

This paragraph describes how lead organisations were chosen, what this role entailed in practice and how both members and the lead themselves appreciated the lead role. It also describes the differences of Amoeba- and Octopus alliances regarding the lead position.

Choosing a lead organisation

Alliances chose one of the members as lead organisation early on in the orientation process and decided about the role and responsibilities of the lead, if that decision hadn't been made already by the organisation who took the initiative to form an alliance. Alliances with former MFO's as lead organization (>70% of the total MFSII budget) were mostly Octopus collaborations. The self-evidence of the largest organisation as lead was usually accepted without much discussion by the (smaller) alliance members. This was especially so when the alliance was formed based on the initiative of the former MFO. The same counted for other Octopus alliances. In those cases the lead would have (by far) the largest share of the budget and the proposal and program would often be shaped by the lead, with input from the alliance members.

Organisations only could be the lead in one alliance so it also happened that CSOs were the lead in one alliance and a member in other alliances (up to five). In alliances with an Amoeba-shaped collaboration, the decision about the lead would usually be a joint one, based on for example former (good) relations with MoFA, size and expertise. Organisations would show their interest as a lead, and in a joint (directors) meeting, sometimes based on organisational assessment, alliance members would decide which organisation would be best suitable as lead and what its role and responsibility should be.

Being a lead in practice

Lead organisations of the alliances were fully (financial) liable for all alliance activities. Also the lead organisation would formally function as the main vocal point between the alliance and the ministry. In practice lead organisations of Octopus alliances would mostly function as exclusive contact point for the ministry while Amoeba alliances would have joint meetings with the ministry.

Besides legal and financial liability and responsibility and being vocal point for the ministry, the role of the lead organisation in practice often contained the chairing of the steering committee/board of directors. In Octopus alliances, the lead would often chair other groups as well (program/PME/communication). It had a decisive vote in set up, use and changes of programs and systems. In Amoeba alliances, the responsibility to chair different groups would rotate or was divided among members and all organisations would jointly decide about (changes in) the program. In both alliance forms the lead would collect and harmonize monitoring and evaluation data of all members to report to MoFA.

Almost all lead organisations had an alliance coordination mechanism in house, usually in the form of an alliance office or an alliance coordinator. The function of the alliance coordinator was to coordinate the processes regarding meetings, planning, monitoring and evaluation and often to collect and aggregate information necessary for reporting towards MoFA. Sometimes the coordinator would also function as an antenna for what did and didn't go well in the alliance. In some (Octopus) alliances, no such alliance coordination mechanism existed. Instead, staff from the respective departments of the lead would meet and communicate with their counterparts of the different members in different groups (PME/Programs/finances). In alliances where an alliance coordination mechanism existed, it was usually highly appreciated if the alliance coordinator would smoothen the alliance processes in general and especially with regard to joint PME.

“She was present at steering group and program meetings and had the entire overview. You never felt she spoke on behalf of the lead. She facilitated everyone and knew about everything. She rotated in the different offices, really a key figure. She had to balance between control and facilitation and did so very well.” – MFSII alliance member about their alliance coordinator

Appreciated aspects of being the lead

There is a potential power imbalance between a lead organisation and the members that can undermine the collective. The most appreciated characteristics of lead organisations – and if present especially the alliance coordination mechanisms - in MFSII were in general:

1. Awareness and openness about potential power dynamics and exploring ways to deal with that best
2. Balance between attention for the collaboration process and program progress
3. A facilitating, not a directive role, especially in clarifying the alliance process²⁶
4. Taking the interests of each member seriously, regardless of size or share
5. Inviting all members for policy meetings with MoFA and representing the interests of the collective there
6. Genuine interest in each member and stimulating that between members
7. Involving all members in change processes
8. A pragmatic way of working: not too much bureaucracy, agile

Most members are content about the role of the lead organisation. In case of Octopus alliances, members indicate their administrative burden was limited by the lead. They had to report on a few indicators often in the format or systems provided by the lead. They appreciated the coordination of the (labour intensive) PME and in many cases felt free to carry out their programs as they felt fit, although they sometimes missed involvement of the lead organisation in the implementation. However there are also cases where member organisations felt the lead was another layer between them and the ministry. In case of Amoeba alliances, the members appreciated the facilitating role of the lead regarding the collaboration process.

In hindsight, most lead organisations are content with their role and position too. Although they felt the administrative burden that came along with that position was heavier than expected in advance, their position as lead had numerous advantages and positive effects, such as increased visibility with the ministry, oversight of what was going on in the alliance and (as a consequence) relative large influencing power within the alliance and towards the ministry.

Lead organisations themselves indicated it was difficult to retain an equal role in the alliance, considering their legal position. Feeling responsible at the one hand and an equal partner at the other hand was by some perceived as a challenging task. Their aspiration to operate as an equal partner in the alliance was however much appreciated by the member organisations. If the member organisations didn't feel equality between them and the lead, the lead was considered mostly as a donor, which in some cases was fine for them, just business as usual. Others regarded the lead agency in that case as a limitation, especially in their contacts with the ministry.

²⁶ With a strong alliance office this facilitation role often was taken over and the lead role could be a general partner role.

3.3. Value and appreciation of the relations within the alliances

This paragraph describes how MFSII organisations appreciate their collaboration in the alliances and what they consider to be strengthening and hampering factors in their collaboration. The consequences and characteristics of Amoeba – and Octopus alliances are discussed further.

Being an alliance in practice

Being an alliance in practice would vary from exclusive transactional relations on one end of the spectrum with members autonomously carrying out specific parts of the program, to transformative relations on the other end, with all members jointly shaping and executing a new joint program. Octopus alliances would usually be more on the transactional side of the spectrum. In some cases members wouldn't even have contact with other members, only with the lead. They would usually continue to work with their own partners, without local alliances.

In some cases there would be hardly any or no geographical overlap in countries where the different members were active. In these cases alliance members wouldn't usually have extensive meetings or communication, especially in the longer run, as they didn't feel it to be useful. As a result organisations involved in this type of alliance indicate that intervention strategies didn't change much and business remained more or less the same as usual, although they sometimes did learn from colleagues and other organisations' way of working. In many cases they appreciated the fact that the alliance wasn't labour intensive in terms of extra (administrative) work and time invested in meetings and decision making.

Amoeba alliances would usually be more on the transformative side of the spectrum. In some cases local alliances were formed and usually more structural exchange of expertise and learning took place between the different members, for example by means of a joint learning agenda, joint field visits and lunch meetings. In one case for example an advisory board consisting of representatives of the different Southern partners of members was chosen to advise the alliance about its joint program, heavily influencing its discourse. The collaboration process was often considered more labour intensive. Staff of all members had to participate in meetings on different levels and aligned systems and procedures. This was especially the case for smaller organisations.

“Do we want a picnic, or do we want to cook together?” – MFSII alliance member about the deliberations regarding the level and type of collaboration and the consequences for the organisations involved

Strengthening and hampering factors for collaboration

The quality and value of the different alliances varies considerably and so does appreciation of the alliances. MFSII organisations described the following characteristics as strengthening or hampering for the quality of the collaboration within the alliances:

Strengthening factors for collaboration	Hampering factors for collaboration
<i>Personal factors:</i> Personal click, on directors level and on level of departments (financial/PME/programs/communication), joint values, goodwill factor, genuine interest, trust and respect, openness and transparency, equity.	<i>Personal factors:</i> Ego's, hidden agenda's/suspicion about actual motivation of partners, no room for diversity, lack of interest in and support for each other, Calimero effect: smaller organisations (in size or (financial) share in alliance) feel they have to fight for their position.
<i>Attitude towards collaboration:</i> Former relations (already working together before MFSII), seeing the alliance as an opportunity to add value to programs/strategies, taking time to build trust, good balance between organisational interests and joint interest of the alliance.	<i>Attitude towards collaboration:</i> Differences in values (between organisations), seeing the alliance exclusively as a pre-condition for MFSII funding, forming alliances which seem favourable within the MFSII framework rather than for a joint cause, organisational interest always before joint alliance interest.
<i>Ways of working:</i> Focus on learning and reflection between members (lunch meetings, joint field visits, learning agenda), pragmatic, respect for autonomy of individual organisations, clear roles and responsibilities, nurturing process of collaboration, addressing difficulties in collaboration together, joint decision-making, alliance coordination mechanism.	<i>Ways of working:</i> power imbalance, focus on progress without attention to the collaboration process, not considering other solutions but continue business as usual, focus on internal organisation, bureaucracy/ponderous administrative requirements, unclarity in process, roles and responsibilities and decision-making structures, limited sphere of influence (in case of INGOs), no alliance coordination mechanism.
<i>Communication:</i> face to face meetings, organisations located at short distance from each other, to the point meetings and communication, bottom up, stimulating communication and collaboration in the field	<i>Communication:</i> Long physical distance between organisations, extensive meetings, reports and minutes, top down communication, no local alliance/collaboration, field office as account managers rather than partner.
<i>Added value:</i> complementarity between organisations, collaboration on local level	<i>Added value:</i> competition, paper tigers (on paper 1+1 =3, in practice 1 +1 =2)

It is remarkable how often interviewees indicate how decisive the personal relation between directors was for the initial collaboration and its further development. Personal relations did not necessarily mean that directors needed to be friends. Good relations between directors involved respect (for diverse perspectives), demonstration of personal interest in learning and continuous improvement, accepting that going off-plan and off-budget would often be necessary to create good results. They were often decisive for the health of the relation as a whole. To a lesser extent the same counted for relations on department level: if there was trust, respect, equity and goodwill between people, collaboration was easier and more successful.

“In the Netherlands collaboration is sometimes experienced as a threat. The problem is with ego's....some directors are mainly occupied with the legitimacy of their organisations instead of seeing their organisational interest as secondary to the goal you are all trying to achieve”. – MFSII organisation about the difficulties in collaboration.

Interviewees also describe how the (financial) share of the budget and size of the organisation influenced the behaviour of organisations within the alliance. Organisations who were small in size or budget share didn't always have the capacity to participate in all steering/program/PME/Finance groups and other alliance meetings and if they did, they felt overstressed, because they had other obligations outside the alliance program as well. They could sometimes feel they had to fight for their position or didn't have the same say as others, while organisations with large shares and/or sizes had the tendency to dominate or might feel they had to do all the work.

It is worth mentioning that INGO's were of a distinct category in this matter.²⁷ It was seen as a disadvantage by both themselves and their partners that the sphere of influence of INGO's was limited as they had to consult their mother agencies, sometimes causing delay in decisions or the INGO having to take into account the (international) interest of the mother agency which could be different than the national alliance interests. The same counted for their field office who were often quite autonomous. When there was no real interest at field office level for (the work of) the alliance, it had a negative impact on the collaborative potential of an alliance.

Another decisive factor was the extent to which there was a genuine attempt to form an alliance. Especially organisations that already knew each other, worked together before and now intensified their relation were more likely to succeed in their collaboration than organisations that saw the alliance exclusively as a means to be more successful in their MFSII application. The latter would have the tendency not to pay too much attention to the collaboration process itself, but rather focus on the division of roles and budget and then return to business as usual. Those who saw MFSII as an opportunity to intensify (existing) relations to add value to their programs and strategies took time to build trust and relations and to find a good balance between their organisational interests and joint alliance interests.

In daily practice the collaboration would be strengthened depending on the time invested in the collaboration process, in which the alliance coordinator had a crucial role. Some organisations were (as a consequence of the budget cut and decreasing budgets) focused on the internal organisation as reorganisations took place. This was especially the case with former MFO's whose budget was sometimes reduced with almost half. This diverted their attention away from their relation with alliance partners. In alliances with a pragmatic way of working, clear working processes, communication and division of roles and responsibilities, with attention to the process of working together, organisations would be more enthusiastic about their collaboration than in alliances with a heavy (administrative) top down structure and communication, and unclarity in systems and procedures. A practical advantage was if organisations were in short distance of each other, enabling face to face meetings and close contact.

3.4. Added value of collaboration

This paragraph discusses what the added value of working together in alliances is in their own view and how they consider collaboration as an instrument for strengthening civil society in the future.

Added value of working in alliances

In MFSII proposals and alliance agreements the anticipated added value is often explicitly mentioned in terms of increased efficiency, effectiveness and/or impact. This would be the result of expanded networks, complementary approaches and strategies, economies of scale and joint innovation. In most cases the alliance members felt that in practice the alliance was more or less the sum of parts, rather

²⁷ INGOs: Care, Save the Children, Plan, Terre des Hommes, Red Cross, Amnesty, IUCN, Wetlands International, Child Helpline, Amref, SOS Children's Villages, World Press Photo and Action Aid.

than the expectation that the whole would become bigger than the sum of its parts. As one reason for this CSOs mentioned the partial adjudication and the budget cut in the beginning of the MFSII period.²⁸

First the partial adjudication and then the budget cut required adjustments on partner-, country- and program level. Especially the budget cut caused the alliances to rewrite their programs, which was often done by each organisation individually and by means of reducing countries. Geographical overlap between alliance members as a consequence decreased: whereas in the original proposal alliance members would for example be working jointly in five countries, after the budget cut, only two remained. Potential synergy and added value got under pressure because choices were made based on organisational interests rather than collective interests.

“We had to skip countries and reduce some programs in other countries. This effected the alliance in such a way that there were no countries where all the alliance partners were present together.” - respondent of a MFSII organisation about the influence of the budget cut on their joint program.

Another reason was the time pressure and PME requirements such as detailed results frameworks and adjustment of indicators to fit MDGs that were experienced as heavy and led to a top down way of working. It put the collaborative potential under pressure as alliances didn't allow themselves enough time for getting to know each other and scoping opportunities for collaborative advantage. The result was an often complex program plan that merely consisted of different program plans of all alliance members stapled together.

Especially for Octopus alliances, the added value on the ground remained largely a paper tiger. As organisations weren't complementary and/or there was not sufficient geographical overlap, soon after the start, each organisation would commit to its own part of the program with its own partners, usually only in consultation with the lead about (financial) progress.

“We tried to manoeuvre within the program, but we couldn't insert ourselves in the other programs. There were no links with the other programs, and there was no overlap with the other organisations, although all looked to see if there was anything they could do together. It dissolved completely: already after 6 months it was clear there was no added value”.- MFSII member organisation about the search for added value in daily practice

For Amoeba alliances however, the situation was different. In some cases the collaboration led to new intervention strategies and more impact in the form of for example upscaling and more lobby and advocacy power or establishing alliance structures or multi-stakeholder fora on country level. This seems to be mostly the case with alliances organized around a specific theme and/or with thematically specialized organisations. Where collaboration on a local level was stimulated by alliances, added value is mentioned in the form of stronger L&A, joint learning and professionalization. However interviewees mention that results in many cases will show on the long run and that it requires an ex-post evaluation three or more years after finalization of the joint programs to be able to really assess the effectiveness of joint programs.

In the Netherlands the alliances did add value for some of the respective organisations of both Amoeba and Octopus alliances. Especially organisations who weren't (adequately) equipped yet with professional PME, financial and communicative systems seem to have profited from organisations who did have these systems and procedures already, such as the former MFO's.

Efficiency wise, for the ministry the administrative burden was reduced. For the alliance members, the administrative burden was considered heavier, because of PME requirements and because the reporting

²⁸ See annex 4 for an overview of alliance budgets including budget cut

systems differed from alliance to alliance. The latter meant that organisations who participated in more than one alliance had to report in different systems as well.

3.5. Continuation of collaboration after MFSII

Of twenty MFSII alliances, two continued in the same form in a strategic partnership under the Dialogue and Dissent Framework.²⁹ One alliance applied for a strategic partnership under D&D as well, but was rejected.³⁰ A few others continued in an adapted form as a thematic strategic partnership, for example on SRHR. For the majority however the end of MFSII meant the end of the alliance in that form. However, sometimes members of the different alliances continued to participate with one or two members and/or invited others to form a new alliance.

Neither in the proposals, nor in the alliance agreements or other communication between alliance members an explicit strategy for a possible continuation of the alliances after the finalization of MFSII is mentioned. Interviewees indicate that when it became clear in 2012 that MFSII would come to an end and there would not be a continuation in the same form, most organisations started to look around them for partners that would be suitable to cooperate with under a new framework. In some cases this caused anxiety and at least unrest within the alliance, with decreasing communication with other members and increasing attention for own activities. However, many alliance members indicate that their respective organisations have become easier accessible to them even though they are not in the same alliance any more, and there is more mutual understanding between them, even now that MFSII has come to an end.

The shifts in policy towards the Aid and Trade agenda and with more focus on Lobby and Advocacy caused the CSOs to reorientate on which partners would be most suitable to work with in the future. They indicate that this search is now more consciously directed towards joint impact and with attention to the collaboration process itself, than it was under MFSII.

“MFSII felt like a transition step which still heavily privileged the big MFOs--which meant many smaller organisations aligned themselves with the big MFOs for their proposals (even though this was not necessarily the best match). Under D&D we were actually more able to pick partners that were better aligned with our mission and were more of a like size.” MFSII organisation about the difference between collaboration with MoFA under MFSII and under the D&D strategic partnerships.

²⁹ Fair, Green and Global Alliance with Both Ends (lead), SOMO, TNI, Action Aid, Clean Clothes Campaign and Milieu Defensie and Partners for Resilience, with Netherlands Red Cross (lead), CARE Netherlands, Cordaid, the Red Cross/Red Crescent Climate Centre and Wetlands International.

³⁰ Woord en Daad/Red een Kind alliance

4. Conclusions and recommendations

This chapter draws conclusions on the collaboration between CSOs and MoFA and among organisations in MFSII alliances.

I. Collaboration between CSOs and MoFA

Appreciation relation on both sides

Overall the relation between MoFA and MFSII/TUCP organisations is appreciated on both sides. The current shift in attitude on MoFA's side from donor to partner is highly appreciated by CSOs. CSOs make special mention of the growing level of openness and flexibility, while MoFA mentions the professional and committed attitude of CSOs. CSOs appreciate the exchange of expertise with thematic departments and experience the relation with DSO as pleasant but contractual. The announcement of the end of MFSII halfway MFSII implementation caused a decrease in investment in the existing MFSII relations from both sides, while focusing on future collaborations. CSOs are critical about the relation with some embassies, due to a lack of capacity and focus on the Trade side of the Trade and Aid agenda.

Shift from donor to partner appreciated

The relation under MFSII was mostly transactional, but CSOs noticed MoFA's ambition to work more in collaboration than in a donor – recipient relation. Also in practice CSOs noticed a shift in practice of MoFA to engage in a more transformative relation. MoFA and CSOs haven't decided explicitly together which type of collaboration would be most suitable and which role MoFA should have. In the mean time, both parties have the tendency to fall back in old patterns when there is uncertainty or stress. MoFA tends to fall back to its donor role, and CSOs tend to keep up appearances towards MoFA.

Changes in policy and requirements frustrate relation

Partial grant awards and the budget cut caused frustration towards MoFA and led to organisations falling back on their organisational interest rather than alliance interests. As a result potential synergy and added value within alliances was put under pressure. Moreover changes in (PME) requirements were considered too heavy, too strict and not relevant for their own organisations. Both MoFA and CSOs lack a clear vision on what is relevant information for themselves and for each other. There is limited understanding on what is feasible and relevant in collaboration.

Collaborative potential decreased due to CSO's program choices

CSOs adjusted their programs after the partial adjudication of their proposals and again after the 11% budget cut. These changes have led to a decrease in the collaborative potential. CSOs tend to blame MoFA (especially the budget cut) for this. The adjustments show that CSOs let organisational interests predominate the collective interest; they might have made other choices irrespective of the budget.

Added value of the relation

1. Added value for the own organisations: for CSOs mostly financial and in-kind benefits, for MoFA learning, knowledge and expertise. Both also indicate a network of valuable relations as added value. Increased effectiveness and innovation score lowest for CSOs, while there is a considerable ambition in the proposals in that respect.
2. Added value of the collaboration between MoFA and CSOs: the intention and ambition on the level of synergy was an important part of the MFSII framework and proposals. However all partners (CSOs and MoFA) are least convinced about the extent to which they have used each other's resources. Especially MFSII organisations are modest about the extent to which synergy has been achieved in practice. There is a large diversity between MFSII alliances in this respect.

3. Added value of collaboration as an instrument: Among CSOs, there is an understanding for the need to collaborate, to increase streamlining of CSOs and a more holistic approach towards civil society strengthening as single organisational approaches no longer suffice to address complex challenges. Alliance forming has led to more contact between CSOs. They understand and appreciate MoFAs policy in stimulating collaboration but are nervous about the implications for their own organisations. They feel that MFSII hasn't resulted in less fragmentation and synergy, because of the institutionalized character within which MFSII was shaped and because of the MFSII tender procedure, creating labour intensive processes and resulting in more competition among CSO's. CSOs feel there is not always sufficient recognition and support for making alliances work, but do feel that collaboration as an instrument can contribute to strengthening of CSOs and maybe civil society as a whole.

Shifts cause repositioning

The influence of shifts from donor to partner, from Aid to Trade, from Service Delivery to Lobby & Advocacy, from North to South and from Subsidies to Tenders influenced the sector as a whole tremendously.³¹ As a result all parties are in the process of repositioning themselves. They are searching for new ways of remaining relevant in a changing environment.

II. Collaboration within MFSII alliances

Characterization and development of the relation

The start of the relation between organisations under MFSII was characterized by a scramble, with calculative motivation of potential funding and hard work to meet MFSII requirements while searching for complementarity and synergy. Differences in share and size influenced the collaboration significantly. The structure and identity of the alliances varied from Octopus alliances characterized by multiple bilateral collaborations under one umbrella to Amoeba alliances characterized by multilateral forms with all members organically involved in collaboration.

Appreciation of the lead role

The role of the lead organisation is generally appreciated by members and valued by leads themselves, as it increased their visibility and influence towards MoFA. The lead role depended on the type of collaboration, but all struggled with equality within the alliance due to the legal position of the lead agency as final responsible.

Appreciation of the relation:

Value and appreciation of the relation depend on personal factors, vision on collaboration, ways of working, communication and added value. The extent to which strengthening or hampering factors were present varied enormously between alliances, and therefore appreciation of the alliances as well.

Added value of the relation:

In practice in most cases the whole of the collaboration wasn't greater than the sum of parts. The administrative burden decreased for MoFA, but increased mostly for alliances. Added value in the Netherlands was mostly apparent in the form of further professionalization of organisations involved as a consequence of joint learning and exchange of knowledge and systems. Especially organisations who weren't equipped with professional PME, financial and communicative systems have profited from those

³¹ See also sections 2.5 and 2.6.

that already did, such as the former MFO's. On the ground added value largely remained restricted because of lack of geographical overlap, commitment to own partners and dynamics with field offices. Added value was mostly noticed for alliances that invested in local collaboration, leading to larger L&A power, joint fundraising, economies of scale and learning and for alliances that were thematically specialized and/or organized around a specific theme. The results on the ground have yet to be explored.

Continuation of the collaboration beyond 2015

Alliances were mostly disintegrated towards the end of MFSII, because continuation didn't seem opportune considering the new policy (Trade and Aid, Lobby and Advocacy).

Recommendations for relation between CSOs and MoFA

1. Role that is fit for purpose

Awareness of changing patterns in the international cooperation and courage to address these can help to create new value together rather than simply getting something back for what you put in. MoFA should encourage and engage in experimental forms of collaboration, while making clear what its position and limitations are. MoFA's role can take different shapes in different situations and MoFA should make it more explicit what its role entails in different contexts. This goes especially for embassies. Also CSOs should make clear and discuss how they want to position themselves and what their added value is in the changing environment towards MoFA and towards their Southern partners.

2. Invest in collaboration skills

Investing in collaboration skills and competences including self-reflection, learning and open communication with own staff can help both MoFA and CSOs to capitalize on their role as partners.

3. MoFA: Create suitable conditions for collaboration

MoFA should create funding conditions that allow for different ways of working together, acknowledging and enabling an iterative (phased) process of collaboration by means of for example concept notes. A process that has been set in motion with the current Strategic Partnerships to focus on change instead of output/outcome indicators and log frames is appreciated and requires room for learning in reflection incorporated in budgets. Promoting ongoing, open communication and respectful dissent with grantees and partners to build trust and mutual understanding is an important condition too.

4. CSO's: increase introspection to increase collaborative potential

CSOs have and should take responsibility for their actions and choices irrespective of the funding source. A more introspective attitude on their side might improve the collaboration with MoFA and with other sectors. Also wider reflection on the role of CSOs in the changing and complex reality, may be needed to re-position CSOs work in the future. The role of the watchdog in combination with being a partner asks for deeper inquiry and exploration. Also the Trade & Aid agenda asks for further debate and exploration. Working in complexity may require quite profound changes for some CSOs work. It for instance may require adaptive ways of working rather than programmatic ways of working, leadership and teams with skills and interests in learning and reflection: teams that can balance taking appropriate risks, propose changes and corrections in their work when needed and discuss openly about setbacks and challenges internally and amongst partners.

Recommendations for relation between CSOs

1. Mandated decision making process

Collaboration between CSOs should allow for a more mandated decision making process, instead of current mostly top down governance structures. More agile organisations are needed in which organisations hold each other accountable and deal with diverse interests while taking risks in order to learn.

2. Fit for purpose ways of working

If CSOs explore and determine explicitly together what type of collaboration is best fit for purpose to create most value and what the implications for the different roles and responsibilities are, their partnership is more likely to succeed. This requires more self-reflection and focus on exploration and learning within the sector, especially CSOs, who tend to point the finger at MoFA when things go wrong. Joint learning about the strengthening and hampering factors in collaboration could help identify strengths and weaknesses and increase the quality and synergy of the relation and could help clarify what type of collaboration is fit for purpose.

3. Cross fertilization along functional areas

Collaboration should include cross-fertilization along different functional areas within the organisations such as finance, PME, programs, to reinforce the partnership as a whole.

Annex 1: List of abbreviations and acronyms

5CC / 5-C	Five core capabilities
CC	Core capability
CD	Capacity Development
CIVICUS	CIVICUS: World Alliance for Citizen Participation
CNVI	CNV International
CS	Civil Society
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
DCSO	Dutch Civil Society Organisation
Dutch CSO	Dutch Civil Society Organisation
IOB	Inspectie Ontwikkelingssamenwerking en Beleidsevaluatie (Policy and Operations Evaluation Department)
L&A	Lobbying and Advocacy
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MEL	Monitoring, Evaluation and Learning
MoFA	Ministry of Foreign Affairs
MFNV	Mondiaal FNV
MFS II	Medefinancieringsstelsel (Netherlands Co-Financing System, 2nd term, 2011-2015)
NGO	Non-Governmental Organisation
NGDO	Non-Governmental Development Organisation
PLL	Partnership Learning Loop
PM&E	Planning, Monitoring & Evaluation
SRHR	Sexual and Reproductive Health and Rights
ToC	Theory of Change
ToR	Terms of Reference
TUCP	Trade Union Co-financing Program

Annex 2: List of documents consulted

General and TUCP:

- ACE Europe, HIVA - KULeuven (2015). *Mid-Term Evaluation of the TUCP Programme 2013-2016 implemented by CNV Internationaal. Final Synthesis Report.*
- Annual report 2011 -2015 including financial reports of five MFSII alliances in sample
- CNV Internationaal (2014). *Terms of Reference Evaluation Trade Union Co-financing Programme 2013-2016, A world that works.*
- Consultants for Development Programmes (2012). *Evaluation Trade Union Cofinancing Programme 2009-2012.*
- CIDIN (2016): *“Dutch NGO funding how much, to whom, how and why”*. 2016
- Elbers, W.J. (2012). *The Partnership Paradox. Principles and Practice in North-South NGO Relations.*
- FNV Mondiaal (2015). *Mid-term 5-C organisational capacity assessment FNV partners (2015). Summary report of results.*
- FNV Mondiaal (2013). *5-C Organisational Capacity Assessment Base-line (2013). Summary report of results.*
- FNV Mondiaal. *Summary of FNV Trade Union Cooperation Programme 2013-2016.*
- Gaag, J. van der, Gunning, J. W., Rongen, G. (2015). *Civil Society contribution towards achieving the Millennium Development Goals.* MFS II Evaluations. Joint evaluations of the Dutch Co-Financing System 2011-2015. Synthesis Report.
- Harvard Business review - OnPoint (fall 2012). *Managing Multi Stakeholder Partnerships*
- IOB (2016). *Terms of Reference for the policy review ‘Support through Dutch NGOs for the sustainable development of civil society in developing countries’ (policy objective 3.3).*
- Interdepartementaal Beleidsonderzoek: Medefinancieringsprogramma. Tweede Kamer, vergaderjaar 2000 -2001, 27 433 nr. 3.
- Koch, D. J. (2007). *Blind Spots on the Map of Aid Allocations. Concentration and Complementarity of International NGO Aid.* Research Paper No. 2007/45.
- MDF Training & Consultancy, HIVA - KULeuven (2013). *Synthesis report: baseline 2013. External Evaluation Trade Union Cooperation Programme (TUCP) 2013 – 2016 FNV Mondiaal.*
- Ministry of Foreign Affairs of the Netherlands (2009). *Cooperation, Customization and Added Value (‘Samenwerken, Maatwerk, Meerwaarde’).*
- Ministry of Foreign Affairs of the Netherlands (2014). *“Dialogue and Dissent” - Strategic Partnerships for Lobbying and Advocacy.*
- Ministry of Foreign Affairs of the Netherlands (2011). *Begrotingsvoorbereiding MFS II subsidie (DSO/MO-30/2011)*
- MFSII application proposals including revised annexes of five MFSII alliances in sample
- Policy documents and mail correspondence five MFSII alliances in sample with MoFA
- SGE, NWO-WOTRO (2015). *Civil Society contribution to policy change.* MFS II Evaluations. Joint evaluations of the Dutch Co-Financing System 2011-2015. International Lobbying & Advocacy report

Fair, Green and Global Alliance:

- FGGA (2009). *Feasibility Analysis*, 26 November 2009.
- FGGA (20014). *Samenwerking binnen de FGG alliantie.* Presentation, 6 February 2014.
- FGGA (2012). *Organisational structure of the FGG Alliance and responsibilities related to PM&E.* FGGA.
- Context, International Cooperation (2014). *Innovative international cooperation: Report of the Mid Term Evaluation of the Fair, Green and Global Programme 2011-2014.* Context, International cooperation. Utrecht, 15 October 2014.

People Unlimited Alliance:

- Minutes directors meetings 2010 -2012
- Minutes alliance meeting 2014

Impact Alliance:

- Oxfam Novib (2012). *MFS II regelgeving*. Letter, response, May 10 2012.

SRHR Alliance:

- SRGR-alliantie (2013). *Reactie SRGR Alliantie op nota minister Ploumen*. Brief, ongedateerd, actnr. 22162.
- RutgersWPF (2012). *MFS II Projectnr. 22162 / MFS II Regelgeving*. Brief aan hoofd DSO/MO, 15 mei 2012.
- AMREF (2011). *SRGR: Dankbrief kennismakingsgesprek*. Brief aan R, act.22162, 4 november 2011.
- Common Cyc (2014). *Naar Meer Veerkracht: Resultaten van de Mid-term Evaluatie van de Samenwerking in het UFBR programma*. Ruben van Wendel de Joode, Renee Linck en Robin Bremekamp.
- Kaleidos Research en ICRH (2016). *Partnership Assessment: The SRHR Alliance and the Youth Empowerment Alliance*. Amsterdam, 2016.
- Kaleidos Research en ICRH (2016). *Unite for Body Rights – SRHR Alliance. End-of-Programme Evaluation, Synthesis Report*. Amsterdam, 2016.

Woord en Daad/Red een Kind Alliance

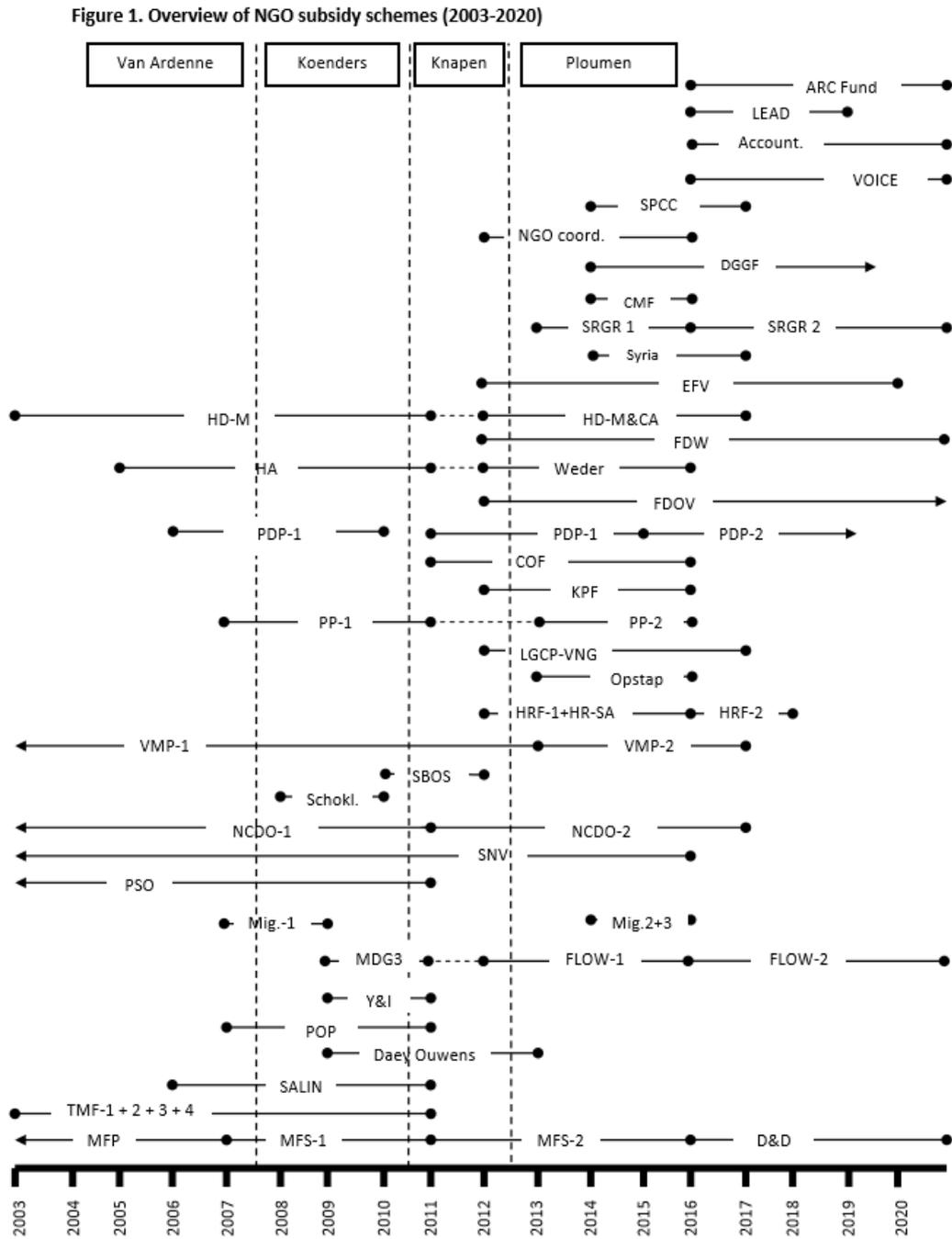
- Atos Consulting (2009). *Appendix Feasibility Study Alliance Woord en Daad-Red een Kind*. Powerpoint-presentatie report workshop 13 October 2009.
- Minutes Global Conference 2010
- Minutes steering group meetings 2010-2014
- Report PMEL- meeting 2010
- Verslagen gezamenlijke dag en teamdag 2010-2012
- Voortgangsrapportage Q2 Netwerken 2012
- Summary Obelon evaluatie organisatievernieuwing Woord en Daad 2013
- W&D-REK (2013). *Presentatie Eindevaluatie Alliantie Red een Kind/Woord en Daad*. Powerpoint-presentatie 16 september 2013.
- W&D-REK (2014). *Brief aan DGIS over organisatiehervorming*. 6 maart 2014.

Annex 3: Organisations consulted

Organisations consulted		Names interviewees
Fair, Green and Global Alliance	Both Ends (lead)	Daniëlle Hirsch (director), Lieke Mur (Financial manager), Lieke Ruijmschoot (FGG1 alliance/PME coordinator, Masja (Communication), Wiert Wiersema (Co-founder Both Ends),
	Action Aid	Gijs Verbraak (Policy & Campaigns), Liesbeth van Brink (Head of Programmes), Ruud van den Hurk (Director)
	Clean Clothes Campaign	Ineke Zeldenrust (director)
	Milieudefensie/ Friends of the Earth	Sandra Ball (MT, manager campaigns Milieudefensie), Nina Ascoly (international program facilitator FoEI), Wieke Wagenaar (Finance)
	SOMO	Esther de Haan (Researcher, program manager), Margot Meijssen (Head of Finance), Roos van Os (Researcher, program manager), Ronald Gijsbertsen (Director).
	Trans National Institute	Cecilia Olivet (Program manager), Fiona Dove (director), Pietje Vervest (Program manager), Satoko Kashimoto (Program manager)
Impact Alliance	1% Club	Bart La Croix (director)
	Butterfly Works	Hanja Holm (director), Dorieke Looijer (Project Manager)
	Hirda	Fatuma Farah (director)
	SOMO	Esther de Haan (program manager), Margot Meijssen (Head of Finance), Roos van Os (program manager), Ronald Gijsbertsen (director).
	Oxfam Novib (lead)	Carmen Reinosos (Program manager and accountholder IMPACT Alliance), Farah Karimi (Director), Hans Breekveldt (Secretary Impact alliance), Olloriak Sawade (Programmanager and accountholder IMPACT Alliance), Ton Meijers (Projectleader Strategic Partnerships)
People Unlimited Alliance	Hivos (lead)	Carol Gribnau (program manager), Edwin Huizinga (director), Jappe Kok (controller), Tini van Goor (head of MENA)
	Free Press Unlimited	Leon v.d. Boogerd (Teamleader Sustainable Media Development), Leon Willems (Director), Michael Pavicic (M&E specialist)
	IUCN	Cas Besselink (MT, finances), Liliana Jauregui Bordones (Sr advisor), Leon Giesen (Project Controller), Bette Harms (Expert Green Economy)
	Mama Cash	Nicky McIntyre (director)

	Alliance bureau	Marijke Priester (alliance manager)
	AMREF	Bertine Pries (PA officer), Dirkje Jansen (Sr Portfolio holder), Manon Heuvels, (Portfolio holder, country lead Tanzania), Veerle Verloren (Sr Portfolio holder)
	Choice	Alexander Medik (Program Manager Youth Leadership), Elsemieke de Jong (Director)
	Dance4Life	Eveliëne Aandekerck (Director), Jaël van der Heijden (Director of programs), Koen Bum (Country manager Ethiopia/Ghana) Nina Pavlovski (Country Manager Indonesia/Program Manager)
	Simavi	Ariette Brouwer (Director), Aika van der Kleij (Programme Manager SRHR), Conny de Vries (Finance), Dorine Thomissen (Sr Programme Officer SRHR (Country Lead), Loan Liem (Sr Programme Officer SRHR (M&E)
SRHR Alliance	Rutgers (lead)	Anny Peters (Program Officer), Joline Schelfhout (Program Officer), Jos Dusseljee (Manager Programs International), Ruth van Zorge (PME), Ton Coenen (Director)
	Red een Kind	Agnes Kroese (Manager Institutional Relations), Geert de Jonge (PME coördinator), Jan Lamberink (Alliance support coördinator), Leo Visser (director)
Woord en Daad/Red een Kind Alliance	Woord en Daad (lead)	Arnold van Willigen (Business Controller), Cees van Breugel (Program Manager TVET), Greetje Urban (Expert Education), Jan Lock (director), Pascal Ooms (Expert Institutional Fundraising), Wim Blok (PME)
	MFSII	Cor Hacking (Accountholder Impact Alliance), Joris van Bommel (Accountholder FGG alliance), Jos Lubbers (accountholder MFSII alliances WASH, Communities of Change, FGG and ICCO alliance), Marion Derckx (Head of DSO between 2011 and 2014, ambassador Philippines), Rolf Wijnstra (Accountholder DSO Partners for Resilience, Press Freedom 2.0 and People Unlimited), To Tjoelker (Director DSO since 2014, co-accountholder for SRHR alliance)
Ministry of Foreign Affairs	VMP)	Connie Westgeest (Accountholder DSO VMP, until 2015), Ferdinand Francken (Accountholder DDE VMP since 2016)
	CNV International	Cees van Rooijen (Finance), Conny Wedda (PME), Esther Droppers (Region Coordinator Asia), Marie José von Geusau Altinge (Head of Department), Marionne Lips (Region Coordinator Latin America)
VMP program	Mondiaal FNV	Dian van Unen (Head of Department), Rosa van Wieringen (Policy Advisor), Tjalling Postma (Policy Advisor), Wilma Roos (Policy Advisor)

Annex 4: Overview NGO subsidy schemes 2003 - 2020³²



³² Dutch NGO funding how much, to whom, how and why. CIDIN, 2016

Annex 5: Adjudication of MFSII budgets after budget cut

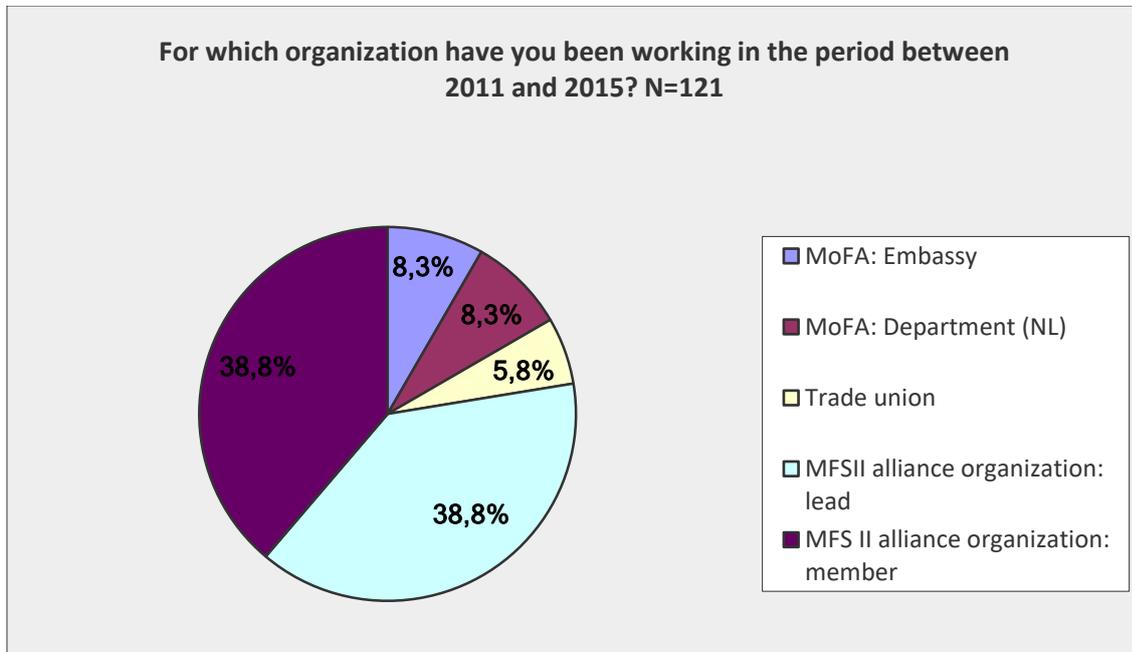
Alliance and lead organisation	Total after budget cut 11,29412%	% of total submitted budget
Freedom from Fear (IKV Pax Christi)	44.935.967	74,4%
United Entrepreneurship Coalition (Spark)	21.347.600	71,2%
Impact Alliance (Oxfam Novib)	373.686.970	70,3%
Communities of Change (Cordaid)	356.929.707	67,2%
WASH Alliance (Simavi)	45.459.515	66,2%
People Unlimited (Hivos)	273.366.574	66,2%
Dutch Consortium for Rehabilitation (ZOA)	63.395.946	65,7%
Unite for Body Rights (Rutgers – WPF)	44.957.500	65,0%
ICCO Alliance (ICCO)	339.334.580	63,9%
Child and Development (Terre des Hommes NOD)	41.060.817	61,7%
Connect Now (Warchild)	21.046.883	60,8%
Woord en Daad/Red een Kind Alliantie (Woord en Daad)	33.670.880	58,4%
Together for Change (International Child Support)	46.384.275	58,2%
Girl Power Alliance (Plan NL)	52.093.404	57,9%
TEA Alliance (Medisch Com NL-VT)	8.095.771	57,7%
Ecosystem Alliance (IUCN)	39.736.957	57,4%
Partners for Resilience (Netherlands Red Cross)	35.683.819	56,3%
Press Freedom 2.0 (Free Voice/Free Press Unlimited)	19.352.275	56,2%
FGG (Both Ends)	24.460.560	51,5%
Connect for Change (IICD)	41.060.817	?
Total	1.885.000.000	

33

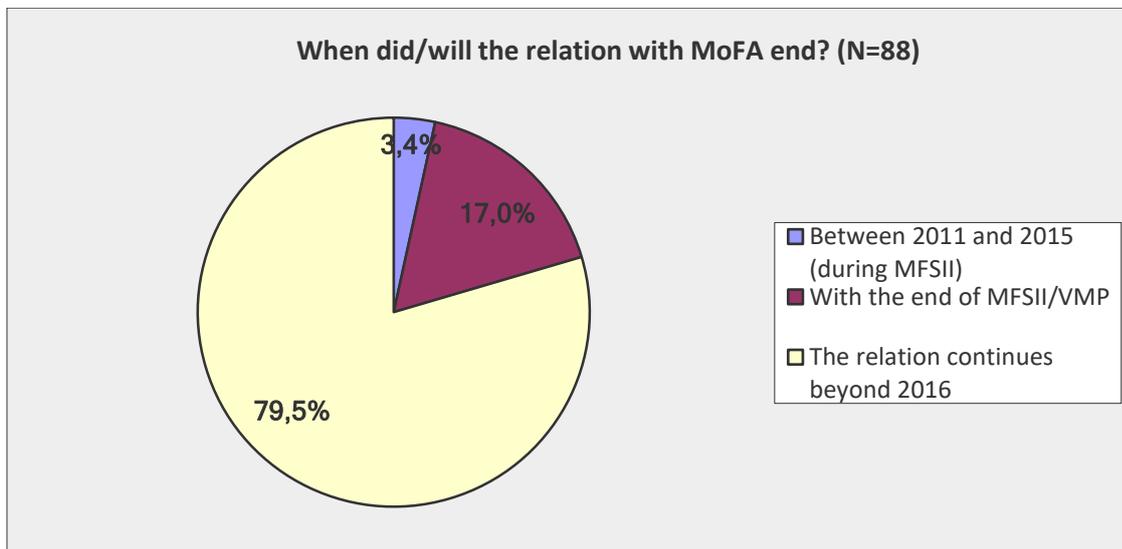
³³ Begrotingsvoorbehoud MFS II subsidie (DSO/MO-30/2011)

Annex 6: Survey results relation MoFA

Question 1: For which organisation have you been working in the period between 2011 and 2015? In case you were transferred, please only indicate the organisation in which you were most involved with MFSII and/or TUCP.



Question 2: When did/will the relation with MoFA end? (Only for MFSII and TUCP organisations)



Question 3: In which country are you based? (Only for embassies, multiple answers possible) N=10

Benin, Brazil, Burundi, Cambodja, Ethiopia, Malawi, Mali, Nigeria, Rwanda, Uganda, Zambia, Zimbabwe

Question 4: In which alliance/program were you involved between 2011 and 2015? If you were involved in more alliances please choose the alliance/program you were involved in most. N=118

In which alliance/program were you involved between 2011 and 2015?	Percentage	Respondents
Fair Green and Global Alliance	11,9%	14
Press Freedom 2.0	10,2%	12
Sexual and Reproductive Health and Rights (SRHR) Alliance	10,2%	12
Word and Deed/Save a Child Alliance	8,5%	10
People Unlimited	6,8%	8
Communities of Change	5,9%	7
CNV International	5,1%	6
Impact Alliance	5,1%	6
Dutch Consortium for Rehabilitation	4,2%	5
Freedom from Fear	4,2%	5
WASH Alliance	4,2%	5
Child Rights Alliance/Girl Power Alliance	3,4%	4
ICCO Alliance	3,4%	4
Ecosystem Alliance	2,5%	3
Kind en Ontwikkeling/Child and Development	2,5%	3
Mondiaal FNV	2,5%	3
United Entrepreneurship Coalition	2,5%	3
ConnectNow	1,7%	2
Partners for Resilience, formerly Disaster Risk Reduction and Climate Change Adaptation Alliance	1,7%	2
Together for Change	1,7%	2
Transition in the East Alliance (TEA)	1,7%	2
Connect4Change	0,0%	0
Total	100%	118

Question 5: What was your role between 2011 and 2015 (Multiple answers possible) N=116

What was your role between 2011 and 2015? (multiple answers possible)	Percentage	Respondents
Program/project manager	35,3%	41
Other	22,4%	26
Director	21,6%	25
Planning, monitoring and evaluation officer	12,9%	15
Policy advisor	10,3%	12
Financial officer	6,9%	8
Alliance manager/coordinator	6,0%	7
Accountmanager	1,7%	2
Field officer	0,0%	0

Question 6: Take a few moments to think about the relation. Please describe how you experienced the relation between 2011 and 2015. You can use a story or event that characterizes this relation. (Open question, max. 100 words) N=100

Respondent with a story	Only positive	Mixed positive and critical	Critical	Neutral
All (100)	39 (39%)	34 (34%)	11 (11%)	16 (16%)
MoFA (10)	6 (60%)	2 (20%)	2 (20%)	0
Trade Unions (6)	3 (50%)	1 (17%)	2 (33%)	0
MFSII Lead (43)	16 (37%)	19 (44%)	3 (7%)	5 (12%)
MFSII Member (41)	14 (34%)	12 (29%)	4 (10%)	11 (27%)

Quantitative answers of stories:

	MoFA (N=20, 10 stories)	Trade Union (N=7, 6 stories)	MFSII: Lead (N=47, 43 stories)	MFSII: Member
Relation	<ul style="list-style-type: none"> - Good/open relation (5) - Cordial relation (1) - Depends on the person or department (1) - Limited contact because country is no priority for the partner (1) 	<ul style="list-style-type: none"> - Good/open relation (2) - Donor relation with focus on accountability (1) 	<ul style="list-style-type: none"> - Open/good relation (18) - Depends on person (department/embassy) (5) - Genuinely interested in each other (3) - Flexible (2) - Good understanding (2) - Cordial relation (2) 	<ul style="list-style-type: none"> - Open/good relation (11) - Flexible (2) - Embassies sometimes reactive (3) - Cordial (1) - Depends on person/department/embassy (5) - Easy to approach (1)
Effectiveness	<ul style="list-style-type: none"> - Thematic, policy and political context exchange (3) - Constructive relation (2) - Joint field visits (1) - Added Value of the relation (1) 	<ul style="list-style-type: none"> - Thematic, policy and political context exchange (2) - Policy influencing (1) - Joint field visits (1) 	<ul style="list-style-type: none"> - Joint field visits (3) - Constructive (9) - Focus on Learning (4) - Exchange of information/policy/thematic (3) - Joined lobby (1) - Very general feedback, could be better (1) 	<ul style="list-style-type: none"> - Exchange of information (general, policy, political context and thematic) (6) - Constructive (5) - Joint field visits (3) - Focus on learning (1)
Efficiency	<ul style="list-style-type: none"> - Unclear and unhelpful dynamics between MoFA NL and Embassy (1) 	<ul style="list-style-type: none"> - Unclear role/policy between MoFA NL and Embassy (1) 	<ul style="list-style-type: none"> - High staff turnover within MoFA (3) - MoFA understaffed (2) - Timely responses from MoFA (1) - Slow responses from MoFA (1) - Unclear between MoFA and Embassies (1) 	<ul style="list-style-type: none"> - MoFA understaffed (1) - Slow decision making (1) - Timely responses (1) - Unclear between MoFA NL and Embassies (1)
Challenges	<ul style="list-style-type: none"> - Limited contact with CSO because the country the embassy was working in was no priority 	<ul style="list-style-type: none"> - Complicated PME protocol (2) 	<ul style="list-style-type: none"> - PME framework too complex and time consuming. MoFA didn't know what they were looking for (4) - The start was too heavy (3) - High pressure (2) 	<ul style="list-style-type: none"> - PME framework too complex and time consuming (2) - No interest from the embassies (1)

	country for CSO. (1)		<ul style="list-style-type: none"> - Limited contact with MoFA (1) - No mutual understanding (1) 	
Changes in relation	<ul style="list-style-type: none"> - Relation evolved (3) - Relation changed negatively because of budget cuts (1) 	<ul style="list-style-type: none"> - Relation evolved (1) 	<ul style="list-style-type: none"> - One fixed senior contact person helpful 	<ul style="list-style-type: none"> - Relation evolved from donor to equivalent (3) - Increased contact because of Trade and Aid agenda (1)
Role MoFA			<ul style="list-style-type: none"> - Donor role and focus on accountability (5) - Helpful feedback (2) - Funding (1) - Promoting our work is helpful (1) - Contact with thematic department is useful (1) 	<ul style="list-style-type: none"> - Donor role and focus on accountability (4) - Funder (1) - MoFA promotes our work (1) - MoFA has different roles (1)
Intensity of relation			<ul style="list-style-type: none"> - Low intensity (3) 	<ul style="list-style-type: none"> - Only lead relates to MoFA, no (or limited) relation (15) Low intensity (3)

Question 7: What was the main inspiration and the main frustration for you in this relation in the period between 2011 and 2015? N= 93 for inspirations and 92 for frustrations.

MoFA NL/Embassies (n=20, inspirations (9) and frustrations (7))

Main inspiration that MoFA derives from their collaboration with CSOs are characteristics of the relation. Above all this concerns commitment of CSOs, and also open communication and willingness to cooperate. Also elements relating to effectiveness are mentioned, such as capacity, strategy and relevance.

Main frustrations indicated by MoFA are related to the relation, such as communication and understanding how processes within organisations work. Also mentioned are differences in views about priorities, capacity of organisations and their added value.

Trade Unions (N=7 / Stories N=5)

Inspiration for trade unions lies mostly in the involvement of MoFA in their work. Other inspirational elements regard strategy (multistakeholder) and tools (5C)

Main frustration for trade unions is the lack of involvement of Dutch embassies (3). Other frustrations mentioned are capacity of partners not having enough opportunity to be developed and the heavy PME requirements.

MFS alliance lead (N=47, N=40 for inspiration and frustration)

Main inspiration for MFSII alliance leads are foremost flexibility and commitment in the relation, followed by openness and understanding. With respect to effectiveness joint learning is considered inspirational as well as the change and results on the ground and expertise of MoFA.

6 out of 40 indicate there is no frustration whatsoever. Main frustration for the other respondents from MFSII lead organisations regards the PME requirements and procedures. They argue they M&E framework was not fit for purpose, that it took too much time and was too bureaucratic.

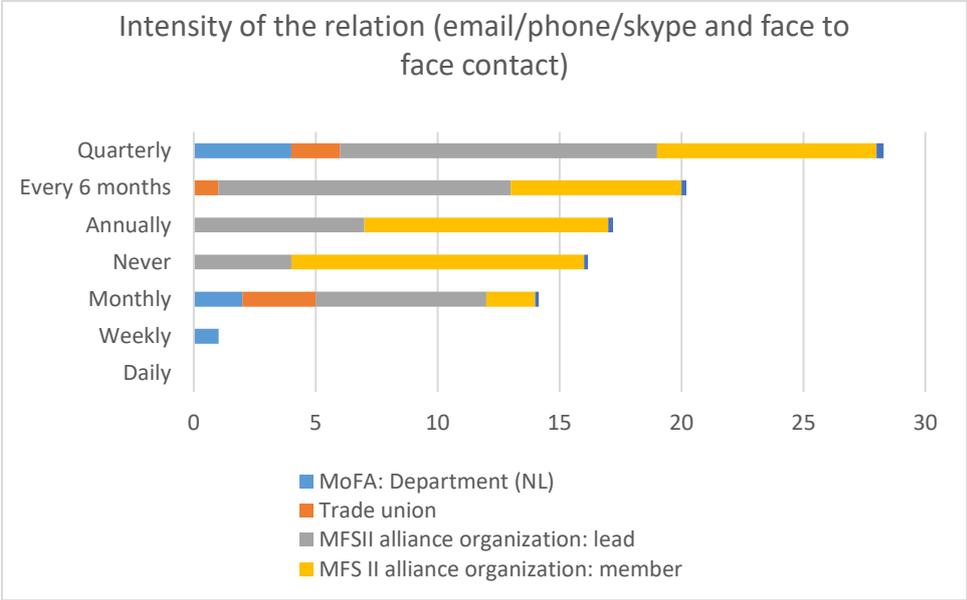
Alliance members (N=47 in total, N=37 for this question, with 3 N/A or none)

Main inspiration for alliance members regards characteristics in the relations such as involvement/commitment, and trust and respect. Some individual respondents mention a good relation in general, openness, a shared vision, clarity in roles and flexibility. Also frequently mentioned are inspirational elements regarding effectiveness, such as the policy focus on partnerships and support of CSOs, the results achieved, capacity in terms of expertise and funding, joint learning and relevance of the work done. Two respondents mention clear and relevant PME as inspirational.

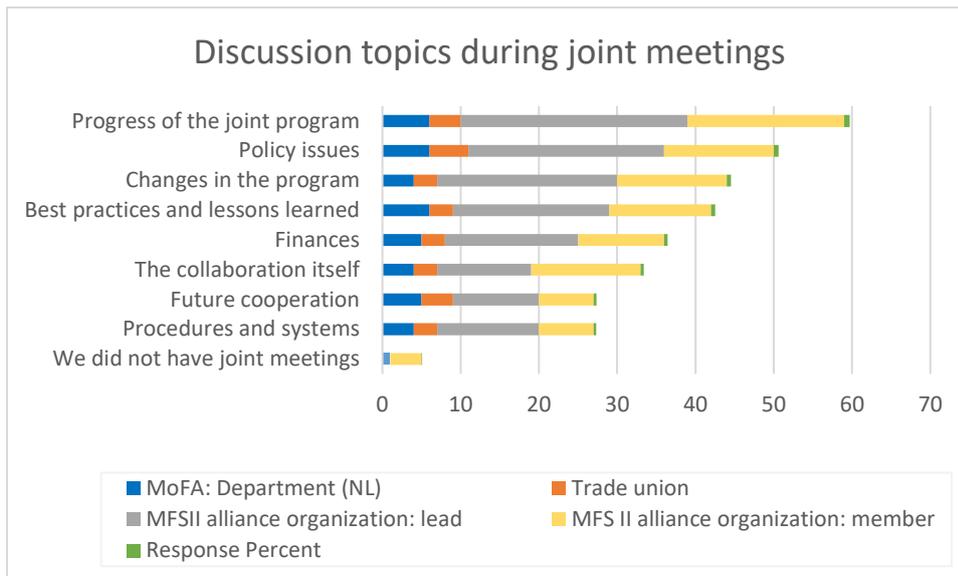
Main frustration for most respondents from MFSII member organisations are the PME requirements and procedures, especially the reporting requirements, which are considered complex and heavy. In line with that bureaucracy is mentioned. With respect to effectiveness policy is mentioned mostly as frustration. Characteristics of the relation are also mentioned, especially with regard to communication, equality and commitment.

Question 8, 9 and 10: Statements set up and design and daily operations: Please indicate to what extent you agree with the following statements. Please note that the statements only concern the relation between MoFA and MFSII alliances/Trade Unions, not WITHIN alliances. N=97 – N=98
See background documents

Question 11: How often did you have contact (by phone, email, skype and/or face to face)? N= 99



Question 12: What did you discuss with each other during joint meetings concerning the MFSII or TUCP program? (multiple answers possible) N=84



Question 13: Statements collaborative mindset and skills. Please indicate to what extent you agree with the following statements. Please note that the statements only concern the relation between MoFA and MFSII alliances/Trade Unions, not WITHIN alliances. N=99, See background documents.

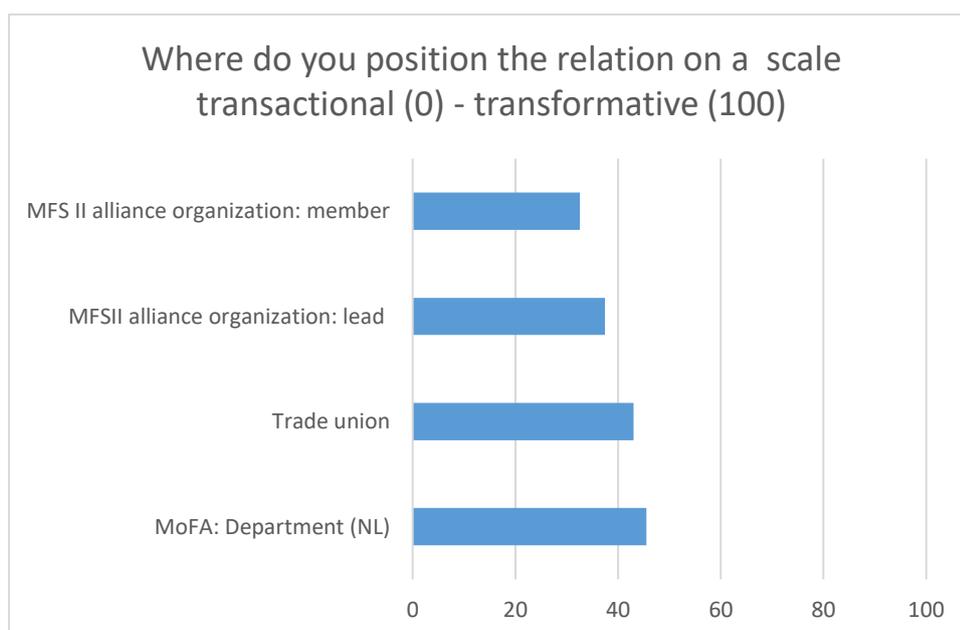
Question 14: How would you characterize the relationship? Please note that the statements only concern the relation between MoFA and MFSII alliances/Trade Unions, not WITHIN alliances. N=99

<i>To what extent do you agree on the following statements?</i>	<i>Average score (scale 1-5)</i>	<i>(Fully) Agree</i>	<i>Neutral - (Fully) Disagree</i>
Partners knew what to expect from each other	3,57	70%	30%
Partners devoted enough time to relation building and maintenance.	3,10	35,5%	64,5%
Partners felt enthused because of the collaboration.	3,56	46,5%	53,5%
Partners demonstrated tangible evidence of the organisations' commitment.	3,73	59%	41%

Question 15: Please indicate on the scale below where you would position this relation: N= 99

Transactional relation = contract based, strategic framework created by one party, major decision making lays with one partners, one-way accountability, focus on results

Transformational relation = co-creation of strategic framework, mutual accountability, joint decision making, risks and benefits are shared, focus on relation.



Question 16: How have changes in procedures, policies, budgets and/or requirements coming from the Ministry influenced the collaboration? (Open question, N =87)³⁴

Influences changes MoFA on collaboration	Only positive	Mixed positive and critical	Critical	Neutral
All (87)	13 (15%)	7 (8%)	30 (34%)	36 (41%)
MoFA (10)	3 (30%)	1 (10%)	3 (30%)	2 (20%)
Trade Unions (4)	1 (25%)	0	0	3 (75%)
MFSII Lead (39)	5 (13%)	5 (13%)	14 (36%)	15 (38%)
MFSII Member (34)	4 (12%)	1 (2%)	13 (38%)	16 (47%)

47% of respondents coming from MFSII member organisations and 38% of MFSII lead organisations indicate that changes in procedures, policies, budgets and/or requirements coming from the ministry haven't influenced their collaboration with MoFA. Sometimes changes are observed (such as changes in requirements or procedures), but there is a feeling of sufficient openness and flexibility to incorporate those changes in implementation. The difference in perception between lead and member organisations might be that member organisations in some cases were not aware of all changes, as member organisations communicated mostly or exclusively with the lead organisation and not with MoFA.

15% of MFSII member organisations and 26% of respondents from MFSII lead organisations describe changes that influenced their collaboration with MoFA positively. They mostly value the flexibility and pragmatic approach in which MoFA operated to adjust and adapt procedures and (PME) regulations at a later stage of MFSII to become more fit for purpose. A few respondents mention that later on in the process there was a better understanding of partnering with the MoFA which affected the collaboration positively.

40% of MFSII member respondents and 49% of lead organisations describe negative influences on their collaboration with MoFA caused by changes. In both cases the majority describes how the budget cuts at

³⁴ MFSII organisations whose relation ended in 2015 aren't more critical about changes influencing their relation because of changes than MFSII organisations whose relation with MoFA continued beyond 2016.

the start of MFSII caused uncertainty and affected the implementation of joint goals and programs as they had to be reorganized. Some described how the budget cuts also affected the feeling of equality between them and MoFA negatively.

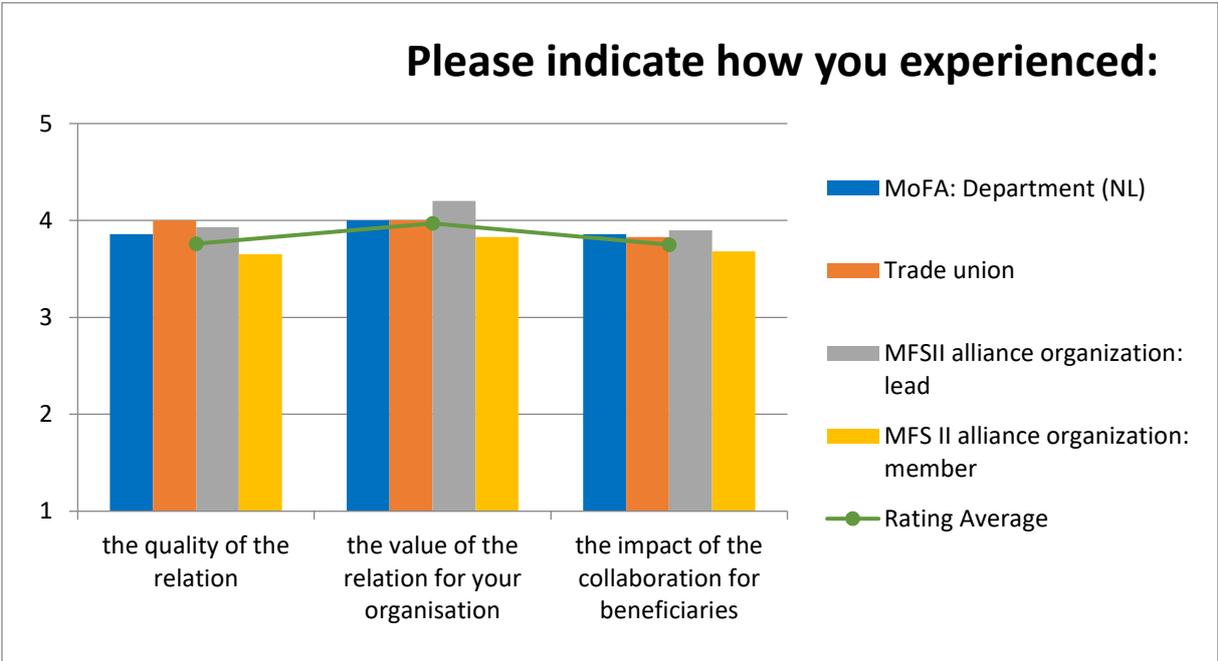
Another major factor of negative influence for MFSII organisations were the PME requirements. Points of critique in this respect concern the demands on PME that were considered too strict, too heavy and too complex. Many also mention the late timing of changes and additional requirements regarding PME, which caused extra work and time. However some organisations also indicate that the requirements have increased their professionalization, although the process wasn't always adequate. A few mention the shift in policy from MoFA towards the Aid and Trade agenda, resulting in less attention to and capacity for development organisations.

Trade Unions mention the change in structure from DSO to DDE, which doesn't imply any influence on the collaboration at all, or a positive one, as they feel that they fit better under the umbrella of DDE together with other programs related to sustainable economic development.

Respondents from MoFA (including embassies) are relatively more positive about the influence of changes than MFSII organisations. 4 out of 10 mention positive influences, such as less administrative burden and flexibility in approach. 4 out of 10 mention negative influences on the relation such as changes in rules and regulations being too time consuming, budget cuts and extra PME requirements. One of the embassies mentions that changing policy priorities has limited its embassy capacity.

Question 17: Please indicate how you experienced:

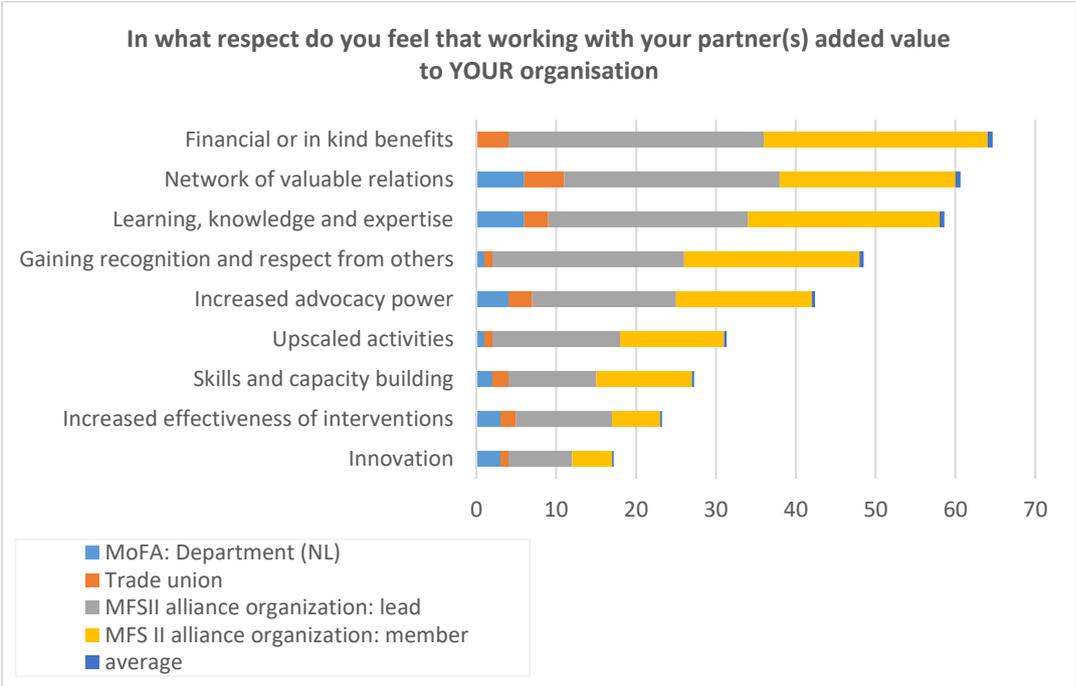
- They quality of the relation
- The value of the relation for your organisation
- The impact of the collaboration for beneficiaries



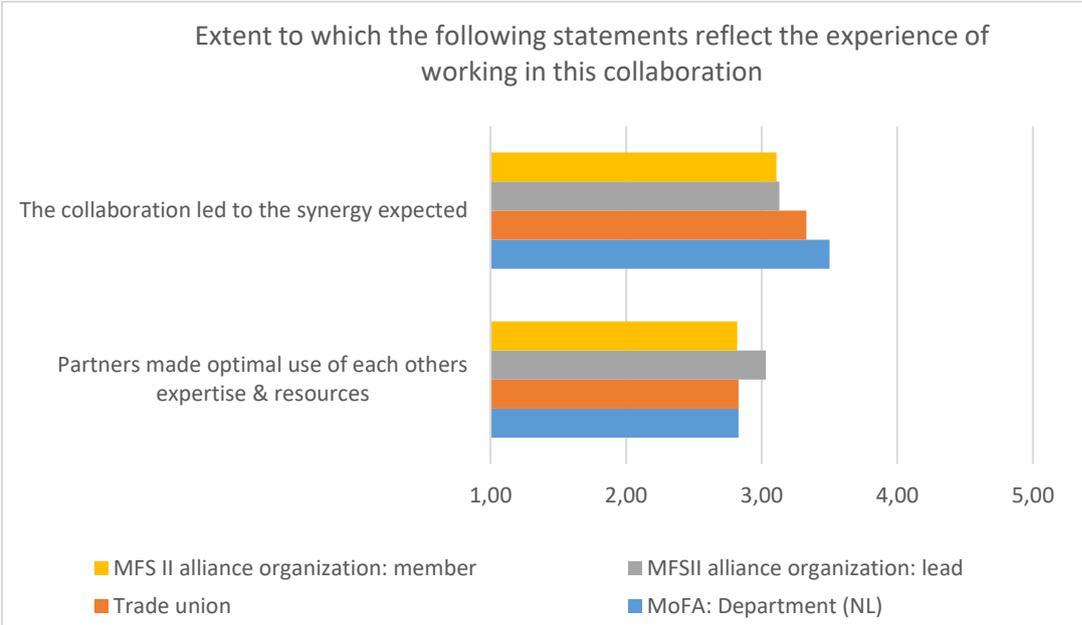
Question 18: Have you experienced any significant changes in the way you and your partner (e.g. MoFA or MFSII alliances/trade unions) related to each other between 2011-2015? N=95

- Yes: 43,2%
- No: 56,8%

Question 19: In what respect do you feel that working with your partner(s) (e.g MoFA or MFSII alliances/trade unions) added value to YOUR organisation? Please note that this question only concerns the relation between MoFA and MFSII alliances/Trade Unions, not WITHIN alliances or with Southern partners.(multiple answers possible). N=96

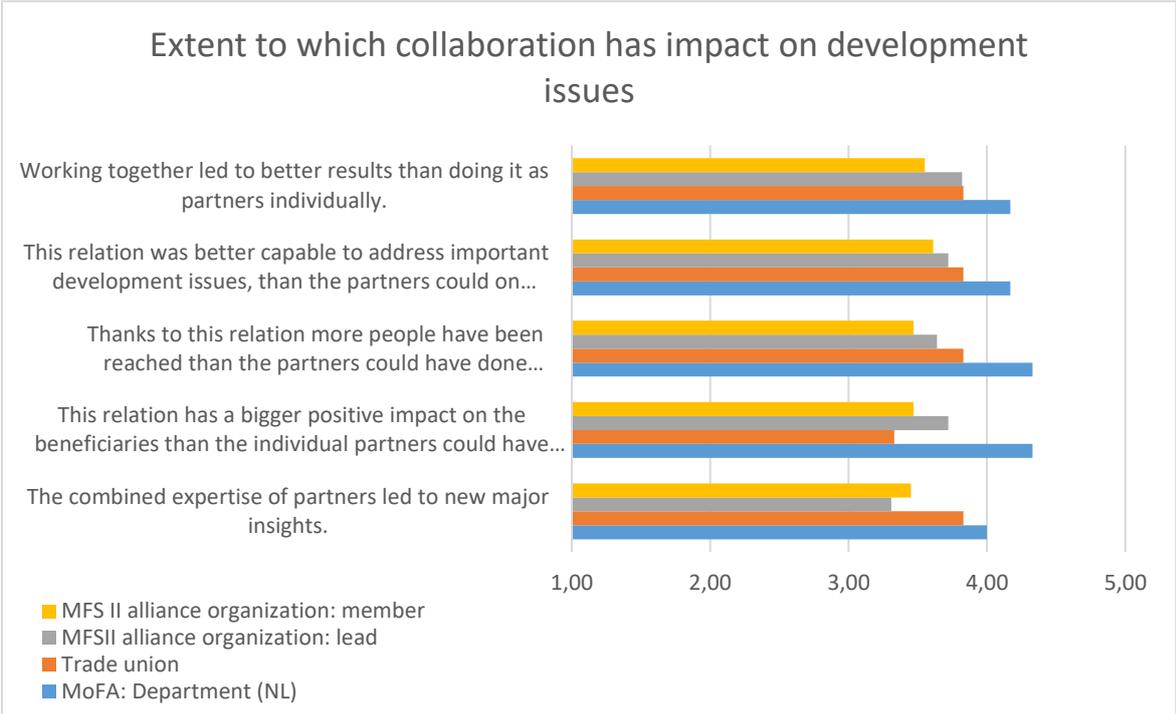


Question 20: Added value of the relation: Please indicate to what extent the following statements reflect your experience of working in collaboration? N =93



Question 21: Is there anything you and/or your partner(s) could do differently a next time to strengthen/improve the relation and increase added value? (Open question) N=51 (RD: nog toevoegen)

Question 22: Please indicate to what extent working in collaboration had added value. N=92



Annex 7: Terms of Reference Relation Study

ToR deelstudie relaties NL NGOs en BZ en tussen partners binnen MFS II allianties

Inleiding

Deze deelstudie heeft tot doel antwoorden te vinden op de volgende vragen uit de ToR voor de beleidsdoorlichting onder 2.2.1:

- Wat is de aard en praktijk (condities) van de samenwerking tussen ministerie en Nederlandse NGOs (MFS II organisaties, CVN en FNV) en in hoeverre en hoe had dit impact op de Nederlandse NGOs?
- Wat is de aard en praktijk van de samenwerking tussen Nederlandse NGOs in de MFS II allianties?
- Wat zijn de consequenties van de bezuinigingen op het BHOS-budget voor Nederlandse NGOs?

Aanpak

- Interviews met BZ medewerkers en met vertegenwoordigers van MFS II organisaties en van CNV en FNV
- Studie van documenten zoals verslagen van beleidsoverleg tussen BZ en MFS II organisaties en CNV en FNV, communicatie tussen deze partijen m.b.t. de subsidieverlening, voortgangsverslagen, jaarverslagen en jaarplannen
- Studie van documenten m.b.t. alliantievorming, voortgangsverslagen en verslagen van bijeenkomsten van alliantieleden van MFS II allianties

Thema's die aan de orde moeten komen

Relatie BZ-MFS II organisaties, CNV en FNV

- Welke afspraken lagen ten grondslag aan de samenwerking (rollen, verantwoordelijkheden)?
- Wat was de intensiteit van de relaties; welke zaken kwamen er aan de orde (bv. procedurele, financiële, beleidsmatige zaken, over voortgang, learning, wat de ene partij voor de andere partij kon betekenen)?
- Wat vonden de organisaties van beslissingen van BZ m.b.t. veranderingen in beleidsprioriteiten van BZ (bv. thematische focus), tussentijdse bezuinigingen, evaluatievereisten?
- In hoeverre hebben besluiten van BZ impact gehad op de organisaties?
- Hoe was de beleving van de kwantiteit en de kwaliteit van de samenwerking; werd de samenwerking waardevol gevonden; waarom?

Relaties partners binnen MFS II allianties

- Wat vonden de organisaties van de eis van BZ tot alliantievorming?
- Hoe zijn de allianties tot stand gekomen?
- Welke afspraken lagen ten grondslag aan de samenwerking (rollen, verantwoordelijkheden)?
- Wat was de intensiteit van de relaties; welke zaken kwamen er aan de orde (bv. procedurele, financiële, beleidsmatige zaken, over voortgang, learning, wat de ene partij voor de andere partij kon betekenen)?
- Hoe werd de rol van de lead agencies van de allianties vorm gegeven en hoe werd die gewaardeerd door de andere leden van de allianties?

- Hoe was de beleving van de kwantiteit en de kwaliteit van de samenwerking; werd de samenwerking waardevol gevonden; waarom?
- In hoeverre zijn allianties na afloop van MFS II blijven bestaan/functioneren? Waarom wel/waarom niet?

Taken van de consultants

- Plan van aanpak met tijdpad en budget maken
- Documenten bestuderen
- Selectie maken van te interviewen organisaties en personen
- Interviews afnemen met BZ en MFS II organisaties, CNV en FNV
- Geanonimiseerd verslag aanleveren

Sample

- 3-5 BZ medewerkers
- 8 allianties
- 20 MFS organisaties
- CNV
- FNV

Indicatie tijdbeslag

- | | |
|----------------------------------|------------|
| • Voorbespreking/plan van aanpak | : 2 dagen |
| • Vragenlijst interviews maken | : 2 dagen |
| • Afspraken maken | : 1 dag |
| • Dossierstudie | : 4 dagen |
| • Interviews BZ | : 2 dagen |
| • Interviews MFS, CNV, FNV | : 10 dagen |
| • Verslag | : 4 dagen |
| ----- + | |
| • Totaal | : 25 dagen |

Uitvoering

- Het concept verslag dient uiterlijk 15 augustus gereed te zijn.