

# EVALUATION

EVALUATION OF HUMAN RIGHTS-BASED APPROACH (HRBA)  
IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION



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## EVALUATION OF HUMAN RIGHTS-BASED APPROACH (HRBA) IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

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# Acronyms and Abbreviations

<b>CCO</b>	Cross-cutting objectives
<b>CRPD</b>	Convention on the Rights of Persons with Disabilities
<b>CSO</b>	Civil Society Organisations
<b>Devplat</b>	Developing Markets Platform
<b>DPF</b>	Disability Partnership Finland
<b>EQ</b>	Evaluation Question
<b>ESC</b>	Economic, social and cultural
<b>ESIA</b>	Environmental and social impact assessment
<b>EU</b>	European Union
<b>FGD</b>	Focus Group Discussion
<b>FGM</b>	Female Genital Mutilation
<b>FLC</b>	Funds for Local Cooperation
<b>FLOM</b>	Finnish Lutheran Overseas Mission
<b>GBV</b>	Gender-based violence
<b>HRBA</b>	Human rights-based approach
<b>HRIE</b>	Human Rights, Inclusion and Empowerment
<b>ICI</b>	Institutional Co-operation Instrument
<b>INGO</b>	International Non-Governmental Organisation
<b>KII</b>	Key informant interview
<b>LGBTQI</b>	Lesbian, gay, bisexual, transgender, queer, and intersex.
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MFA</b>	Ministry for Foreign Affairs (Finland)
<b>MRG</b>	Minority Rights Group International
<b>NDF</b>	Nordic Development Fund
<b>NGO</b>	Non-Governmental Organisation
<b>ODA</b>	Official Development Assistance
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>OECD-DAC</b>	OECD Development Assistance Committee
<b>OPD</b>	Organisations of Persons with Disabilities
<b>PIF</b>	Public Sector Investment Facility
<b>PSI</b>	Private sector instrument
<b>QA</b>	Quality Assurance
<b>RBM</b>	Results-based management
<b>Sida</b>	Swedish International Development Cooperation Agency
<b>SME</b>	Small and medium-sized enterprises
<b>SRH</b>	Sexual and reproductive health
<b>SRHR</b>	Sexual and reproductive health and rights
<b>ToC</b>	Theory of Change
<b>ToR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNEG</b>	United Nations Evaluation Group
<b>UNFPA</b>	United Nations Population Fund
<b>UNGP</b>	United Nations Guiding Principles on Business and Human Rights
<b>UNICEF</b>	United Nations Children's Fund
<b>UNPRPD</b>	United Nations Partnership on the Rights of Persons with Disabilities
<b>UNSDG</b>	United Nations Sustainable Development Group
<b>UPR</b>	Universal Periodic Review
<b>WB</b>	World Bank



# Yhteenveto

Suomen ulko-, turvallisuus- ja kehityspolitiikka perustuvat sitoumuksiin ihmisoikeuksien kunnioittamisesta ja niiden toteuttamisesta. Kehityspolitiikassa ja -yhteistyössä tätä sitoumusta toteutetaan soveltamalla ihmisoikeusperusteista lähestymistapaa. Suomen ulkoministeriön mukaan ihmisoikeusperustaisessa kehitysyhteistyössä ihmisoikeudet sekä muutokset, joita tarvitaan niiden kunnioittamisen, suojelemisen ja toteuttamisen turvaamiseksi, toimivat perustana kehityspolitiikan ja -yhteistyön tavoitteiden asettamisessa. Ihmisoikeusperustaisessa lähestymistavassa erityistä huomiota kiinnitetään niihin ihmisiin, joilla on vähiten mahdollisuuksia toteuttaa omia oikeuksiaan sekä niihin, jotka ovat vastuussa oikeuksien toteutumisesta. Ihmisoikeusperustaista kehitysyhteistyötä ohjaavat ihmisoikeusperiaatteet: tasa-arvo ja syrjimättömyys, osallistavuus ja sosiaalinen osallisuus, vastuuvollisuus sekä läpinäkyvyys (MFA 2015). Tämän evaluoinnin tarkoituksena on tuottaa ulkoministeriölle tietoa siitä, miten ihmisoikeusperustaisuutta on sovellettu kehitysyhteistyössä ministeriön ihmisoikeus- ja kehityspolitiikan tukena. Lisäksi evaluointi tarjoaa tietoa siitä, miten ihmisoikeusperustaista lähestymistapaa voidaan jatkossa toteuttaa tehokkaammin kehitysyhteistyön eri kanavien ja välinein. Evaluointi kattaa hankkeet ja ohjelmat, joista on tehty rahoituspäätös vuosina 2019-2021.

## Evaluoinnin keskeiset löydökset

Ulkoministeriössä ja kumppaneiden keskuudessa ihmisoikeusperustaisen lähestymistavan omistajuus on vahvaa ja laajalti tunnustetaan, että se tarjoaa merkittävän eettisen viitekehyksen suomalaiselle kehitysyhteistyölle. Ihmisoikeusperustaisen lähestymistavan ymmärryksessä on kuitenkin huomattavaa vaihtelua ulkoministeriön sisällä ja kumppaneiden välillä. Tämä liittyy monitulkintaiseen kuvaukseen ihmisoikeusperustaisesta lähestymistavasta erilaisissa kehitysyhteistyövälineiden ohjeissa, suunnitelmissa ja raporteissa. Hankesuunnitelmat ovat suhteellisen kunnianhimoisia ihmisoikeusperustaisen lähestymistavan suhteen ja heijastavat hyvin sekä kumppanien aikomuksia toteuttaa ihmisoikeusperustaista lähestymistapaa että ulkoministeriön yleisohjetta (Human Rights-based Approach in Finland's Development Cooperation – Guidance Note 2015) aiheesta. Suomalaiset kumppanit kokevat yleisesti, että kyseinen ohjeistus tarjoaa tarkoituksenmukaisen ja soveltamiskelposen ohjenuoran ihmisoikeusperustaisen lähestymistavan toteuttamiseksi.

Ihmisoikeusperustaisen lähestymistavan näkyminen on seurantaraporteissa suppeampaa kuin suunnitelmissa. Ihmisoikeuksiin liittyvä tulosraportointi on rajallista. Tämä johtuu osittain siitä, että kehitysyhteistyöhankkeet ja -ohjelmat ovat liian lyhytkestoisia mitattavien muutosten aikaansaamiseksi, erityisesti ihmisoikeusperustaisiin asenteisiin ja käyttäytymismuutoksiin liittyen. Lisäksi ihmisoikeusperustaisuuden eri osa-alueiden painotus ja käsittelyn laajuus raporteissa vaihtelee eri kehitysyhteistyövälineiden välillä. Tämä voidaan nähdä myönteisenä merkinä mukautuvuudesta kehitysyhteistyön ohjauksessa sekä siitä, ettei ihmisoikeusperustainen lähestymistapa merkitse jäykkää kategorioiden nojaamista.

Ihmisoikeusperustaista lähestymistapaa on tehokkaimmin toteutettu osallistavaan oikeudenhaltijoiden osaamisen ja äänivallan kehittämiseen liittyen kaikissa kehitysyhteistyövälineissä. Vastuunkantajien kapasiteetin ja vastuuvollisuuden kasvattamiseen on kiinnitetty vähemmän huomiota.



Pyrkimys läpinäkyvyyden lisäämiseen on ollut vähäistä. Ihmisoikeusperustainen lähestymistapa on tuottanut näkyviä tuloksia paikallistasolla. Nämä ovat usein liittyneet syrjintää kokevien ihmisten palveluihin, kuten terveydenhuoltohenkilökunnan asenteiden muuttamiseen vammaisia henkilöitä kohtaan tai ihmisoikeusloukkauksien, kuten pakkosiirtojen vastustamiseen. Tämä keskittyminen paikallistasolle kuitenkin usein rajoittaa vaikutusta vastuunkantajiin ja laajempiin rakenteellisiin muutoksiin.

Useimmat kumppanit, jotka soveltavat ihmisoikeusperustaista lähestymistapaa hyvin, ovat valikoituneet kumppaneiksi juuri ihmisoikeusperustaisuus-vahvuutensa vuoksi. Saamansa tuen avulla nämä kumppanit ovat pystyneet tekemään enemmän ihmisoikeuksiin liittyvää työtä ja soveltamaan vahvuuksiaan. Vahvat kumppanit eivät kuitenkaan ole käyttäneet ulkoministeriön tukea parantaakseen työtänsä enemmän ihmisoikeusprogressiiviselle tai -transformatiiviselle tasolle. Ne kumppanit, jotka olivat ennen tuen myöntämistä heikkoja ihmisoikeusperustaisessa lähestymistavassa, ovat saattaneet vahvistaa kykyään toimia sensitiivisellä tavalla, mutta niiden toiminta ihmisoikeusprogressiivisella tai transformatiivisella tasolla ei kuitenkaan ole yleensä merkittävästi edistynyt.

Kehitysyhteistyövälineiden ja niiden rahoittamien yksittäisten hankkeiden saavutukset eivät johdonmukaisesti täytä kaikkia tiettyyn ihmisoikeusperustaisuuden tasoon liittyviä kriteerejä. Samassa hankkeessa voidaan saavuttaa sekä transformatiivisia että sensitiivisiä tuloksia. Tämä herättää kysymyksen missä määrin ihmisoikeusperustaisen lähestymistavan eri tasojen voi ajatella heijastavan sen moninaisuutta. Kysymys herää, missä määrin ihmisoikeusperustaisen lähestymistavan muutosteoria vastaa lähestymistavan toimeenpanoa todellisuudessa. Samalla nousee tarve tarkastella uudelleen lineaarisia muutosprosesseja, joita käytettyyn kolmeen ihmisoikeusperustaisuuden tasoon liitetään. Jaottelu tasoittain auttaa keskittymään ihmisoikeusperustaisiin tavoitteisiin ja tuloksiin, mutta tasoja on korostettu liikaa sopeutumisen ja innovoinnin kustannuksella. Ulkoministeriön yleisohje antaa kuitenkin hyvän perustan ihmisoikeusperustaisuuden toteuttamiseksi, ja pitkäaikaiset kumppanuudet ja joustava rahoitus tarjoavat tilaa uusien innovatiivisten ihmisoikeusperustaisen lähestymistapojen käyttöönottoon.

Ihmisoikeusperustaisuutta sovelletaan kaikissa kehitysyhteistyövälineissä pääasiassa osana suunnitteluprosessia ja arvioitaessa kumppanien aikeita sitä soveltaa. Ulkoministeriön voimavarat seurata ihmisoikeusperustaisuuden täytäntöönpanoa ja tuloksia ovat rajalliset. Tämä näkyy ulkoministeriön kyvyssä edistää ihmisoikeusperustaisuuden huomioimista ja arvioida sen toteutusta. Lisäksi se näkyy siinä, missä määrin kumppaneilta edellytetään raportointia ihmisoikeusperustaisuuden tuloksista. Ulkoministeriön laaturyhmä varmistaa suunnitteluvaiheessa, että ihmisoikeusperustaisuus on huomioitu, mutta ryhmän toimenkuvaan ei kuulu varmistaa ihmisoikeusperustaisuuden soveltamista käytännössä. Tällä hetkellä ulkoministeriön ihmisoikeusperustaisen lähestymistavan seuranta ja tulosten raportointijärjestelmät ovat heikkoja. Opettajien ihmisoikeusperustaisen lähestymistavan onnistuneesta toteuttamisesta ei siksi välttämättä dokumentoida ja jaeta kumppaneille. Yksi merkittävä rajoite, jolla on vaikutuksia muihinkin tässä evaluoinnissa kuvattuihin haasteisiin, on ulkoministeriön riittämätön kehitysyhteistyön seurantaan ja arviointiin osoitettu henkilöstö. Suomen verrokkimaiden kehityspolitiikka ja kehitysyhteistyöinstituutit ovat kamppailleet samojen ihmisoikeusperustaisen lähestymistavan soveltamiseen liittyvien haasteiden kanssa. Osa niiden ratkaisuista, kuten konsultointi- tai neuvontapalvelujen tarjoaminen, voitaisiin ottaa käyttöön pienillä kustannuksilla. Kokonaisvaltaisempien ratkaisujen omaksuminen muilta toimijoilta voi kuitenkin olla vaikeaa ulkoministeriön rajallisten resurssien vuoksi.

Joillakin Suomen kehityspolitiikan ja -yhteistyön osa-alueilla on kiinnitetty enemmän huomiota ihmisoikeusperustaisen lähestymistavan soveltamiseen hankkeissa ja ohjelmissa. Maa-ohjelmat mahdollistavat ulkoministeriölle ja kumppaneille laajempien ihmisoikeusarviointien, konfliktianalyysien



ja laajempien toimintaympäristöön pureutuvien poliittistaloudellisten analyysien analyysientoteuttamisen. Kansalaisjärjestöillä ja Yhdistyneiden kansakuntien (YK) organisaatioilla on usein omat prosessinsa ihmisoikeusperustaisen lähestymistavan edistämiseksi ja analyysien tekemiseksi. Toisinaan nämä toimijat myös jakavat kokemuksiaan paikallisten kumppaneiden sekä suomalaisten sisarjärjestöjen tai muiden YK-järjestöjen kanssa, kuten esimerkiksi vammaisten oikeuksia edistävässä hankkeissa.

Ihmisoikeusperustaisen lähestymistavan integrointi osaksi riskienhallintaa on vasta alussa. Ymmärrys ihmisoikeusriskeistä ja niiden tunnistaminen ovat aluillaan. Hiljattain kehitettyjä riskienhallintamenetelmiä ei ole vielä riittävästi testattu, jotta voitaisiin arvioida niiden tarkoituksenmukaisuutta ihmisoikeusnäkökulman osalta. Riskitietoisuus erityisesti konfliktisensitiivisyyden osalta vaihtelee kumppaneiden keskuudessa. Toiset esittävät kattavia analyyseja ja toiset ovat suurelta osin tietämättömiä ihmisoikeuksiin liittyvistä riskeistä. Poikkeuksena ovat seksuaalisen hyväksikäyttöön, väkivaltaan ja häirintään liittyvät riskit, joissa ulkoministeriön vahva vaikuttaminen on johtanut kumppaneissa toimenpiteiden kehittämiseen kautta linjan. Riskejä joita voi koitua oikeudenhaltijoille, jos ihmisoikeuksia ei ole huomioitu hankkeessa tai ohjelmassa ei ole juuri analysoitu.

Kiistanalaisten ihmisoikeuksien parissa työskentely edellyttää laajaa riskitietoisuutta sekä sen ymmärtämistä, mitä ihmisoikeusperustaisella lähestymistavalla voidaan eri yhteyksissä tavoitella. Ulkoministeriö on valinnut kansalaisjärjestöt ja monenkeskiset kumppanit, jotka ovat hyvin tietoisia näistä rajoitteista ja työskentelevät konflikti-oloissa tai ihmisoikeusnäkökulmasta haastavissa olosuhteissa. Heillä on myös kokemusta kiistanalaisien oikeuksien, kuten abortin, seksuaalikasvatuksen tai trans-henkilöiden oikeuksien edistämisestä, tai hankalissa autoritaarisissa olosuhteissa toimimisesta.

Poliittistaloudelliset ja konfliktianalyysit turvaisivat perustaa riskien ymmärtämiselle ja arvioinnille, mutta niihin ei kuitenkaan kiinnitetä johdonmukaisesti huomiota. Maaohjelmat tarjoavat foorumin tällaisten analyysien tekemiselle, mutta niistä saatavat opit eivät heijastu johdonmukaisesti kumppaneiden suunnitelmissa ja toteutuksessa. Ajankohtaisia ovat erityisesti riskit, jotka liittyvät sellaisten vastuunkantajien kanssa toimimiseen, joiden laillisuus on kyseenalainen tai kiistanalainen (erityisesti konfliktiympäristöissä, kuten Syyriassa). Näiden riskien huomioimiseen ei kuitenkaan ole helppoja vastauksia. Sitä vastoin yksityisen sektorin yhteistyössä riskienhallinta on ihmisoikeusperustaisen lähestymistavan ydintä. Osa yrityksistä on systemaattisesti sisällyttänyt ihmisoikeusnäkökulman riskienhallintaansa, mutta toisaalta on monia yrityksiä, jotka eivät ole tunnistanee, analysoineet ja seuranneet ihmisoikeusriskejään.

Vain harvat yhteistyökumppanit ovat pohtineet, voisiko ihmisoikeusperustaisuus itse asiassa lisätä riskejä. Tämä näkyy yleensä pinnallisissa do no harm –analyyseissä, vahingoittamattomuuden periaatetta tarkastelevissa analyyseissä, jotka hyvin harvoin käsittelevät sitä, millaisia vaikutuksia ihmisoikeuskysymyksiä huomioimisella voi olla erityisesti konflikteissa.

Ulkoministeriö on tunnistanut, että ihmisoikeusperustaisen lähestymistavan systemaattinen sisällyttäminen edellyttää, että ihmisoikeuksien kunnioittamisen, suojelemisen ja toteuttamisen tulee ohjata sekä kehitysyhteistyön tavoitteita että toteutuksen keinoja. Yksi evaluoinnin keskeisistä ja merkittävimmistä tuloksista on, että jatkuvan panostuksen ansiosta ihmisoikeusperustaisesta lähestymistavasta on tullut tärkeä osa Suomen kehitysyhteistyötä ja tärkeä Suomen kehitysyhteistyön kansainvälisen aseman kulmakivi.

Evaluointi tarkasteli, toteutuvatko ihmisoikeudet kehitysyhteistyöhankkeissa ja -ohjelmissa kansainvälisen oikeuden mukaisesti ja kuten ulkoministeriön yleisohjeessa on kuvattu. Käytännöt



oikeudenhaltijoiden voimaannuttamiseksi ja vastuunkantajien vastuuvollisuuden kasvattamiseksi ovat johtaneet progressiivisiin ja transformatiivisiin tuloksiin. Eri kehitysyhteistyövälineillä on omat reunaehdonsa ja niihin kuuluvat hankkeet ja ohjelmat ovat pystyneet osoittamaan, mikä on mahdollista ja mitä yhteiskunnallisia tuloksia ihmisoikeusperustaisella lähestymistavalla voidaan saavuttaa. Ihmisoikeusperustaisen lähestymistavan toteuttaminen on johtanut parhaimmillaan parantuneeseen ihmisoikeustilanteeseen. Se on auttanut estämään tai vähentämään ihmisoikeusloukkauksia, kuten sukupuoleen perustuvaa väkivaltaa. Se on myös edistänyt parempaa ymmärrystä oikeudenhaltijoiden ja vastuunkantajien keskuudessa siitä, miten ihmisoikeusperustaisen lähestymistavan toteuttaminen luo perustan ihmisoikeuksien kunnioittamiselle ja täyttämiseksi. Yksi esimerkki tästä on yhteistyökumppanin parempi ymmärrys siitä, miten ihmisoikeudet vaikuttavat metsätalouden ohjelmien suunnitteluun. Ihmisoikeusperustaisen lähestymistavan lisäarvo Suomen kehityspolitiikassa ja yhteistyössä kulminoituukin juuri tällaisiin tuloksiin ihmisoikeuksien toteutumisesta ja niiden paremmasta ymmärtämisestä oikeudenhaltijoiden ja vastuunkantajien keskuudessa. Tulokset osoittavat myös, että riskejä, joita aiheutuu ihmisoikeuskysymysten tunnistamatta jättämisestä ja niiden käsittelyn laiminlyönnistä, voidaan hallita soveltamalla ihmisoikeusperustaista lähestymistapaa.

Ihmisoikeusperustaisesta lähestymistavasta on erilaisia tulkintoja. Lisäksi sen moninaiset tavoitteet mahdollistavat erilaisia tapoja edistää ihmisoikeuksien toteutumista Suomen kehityspolitiikassa ja yhteistyössä. Tulokset ovat vaikuttavia Suomen vahvuusalueilla, eli kiistanalaisissa ihmisoikeuskysymyksissä, konfliktinhallinnassa ja vammaisten oikeuksissa. Näistä tuloksista ei kuitenkaan opita riittävästi kehitysyhteistyön kokonaistasolla. Merkittävä heikkous on se, että Suomi ei riittävän selkeästi ja aukottomasti liitä kehitysyhteistyönsä toimeenpanoon edellytystä siitä, että kumppanimaat kunnioittavat kansainvälisiä ihmisoikeussitoumuksiaan. Suomen voisi olettaa näyttävän esimerkkiä tässä asiassa, ottaen huomioon, että ihmisoikeusperustainen lähestymistapa on johdonmukaisesti ollut osa Suomen kehityspolitiikkaa ja vastaavasti ihmisoikeudet osa laajempaa ulkopolitiikkaa. On huomionarvoista, että monien kumppanien tietämys ihmisoikeusnormeista ja niiden soveltamisesta on edelleen varsin heikkoa.

Ulkoministeriön kumppaneiden on sisällytettävä ihmisoikeusnormit ja -periaatteet toimintansa muutosteorioihin ja heillä on oltava riittävä osaaminen ja sitoutuminen soveltaa näitä normeja ja periaatteita hankkeen koko elinkaaren ajan. Löydöksemme osoittavat, että kumppaniorganisaatiot ovat vahvistaneet kapasiteettiaan merkittävästi, mutta osaamisessa on myös puutteita keskeisillä osa-alueilla. Ulkoministeriössä on riittämätön määrä henkilöstöä, joka luottaa ihmisoikeusperustaisen lähestymistavan osaamiseensa, ja monen kumppanin tieto ja ymmärrys lähestymistavasta on puutteellinen.

## Tämän evaluoinnin johtopäätökset ovat:

1. Ihmisoikeusperustainen lähestymistapa on vakiintunut ulkoministeriössä ja kumppanien keskuudessa keskeisimmäksi ohjeelliseksi perustaksi Suomen kehitysyhteistyölle.
2. Ihmisoikeusperustaisella lähestymistavalla on kumppanien keskuudessa sekä saavutettu tuloksia, erityisesti syrjäytyneiden ryhmien ihmisoikeustilanteen parantumisessa, että parannettu prosesseja, eli sitä, miten ihmisoikeusperustaista lähestymistapaa sovelletaan kehitysyhteistyössä.
3. Ihmisoikeusperustaisen lähestymistavan tehokas soveltaminen vaihtelee kehitysyhteistyövälineiden välillä. Lähestymistapaa on sovellettu kehitysyhteistyövälineissä



eri tavoin niiden hankkeiden prosesseissa ja tulosalueissa jo siltäkin pohjalta, mitä yleisohjeessa on määritelty.

4. Syrjäytyneiden oikeudenhaltijaryhmien kapasiteetti on vahvistunut. Paikalliset kansalaisjärjestöt ovat antaneet heille äänen ja tukeneet heitä syrjinnän ja yhteiskunnallisen eristyneisyyden voittamisessa.
5. Vastuunkantajien kapasiteettia ja heidän vastuuvollisuuttaan on jonkin verran vahvistettu.
6. Yksityissektorin yhteistyömuodoilla on kasvava rooli Suomen kehitysyhteistyössä. Tämä viittaa myös siihen, että rahoitetuilta yrityksiltä edellytetään enenevässä määrin kapasiteettia ihmisoikeusperustaisuuden asianmukaisen huolellisuuden (*due diligence*) varmistamisessa.
7. Kansalaisjärjestöjen ja paikallisen yhteistyön määrärahojen hankkeet ja ohjelmat, samoin kuin jotkut monenkeskiset ja kahdenväliset hankkeet, ovat edistäneet oikeudenhaltijoiden mahdollisuuksia vaatia vastuunkantajilta vastuuvollisuutta sekä kehittäneet sitä varten seurantajärjestelmiä.
8. Ihmisoikeusperustaisen lähestymistavan läpinäkyvyys-periaate on saanut huomattavan vähän huomiota Suomen kehitysyhteistyössä.
9. Ihmisoikeusperustaisen lähestymistavan yleisohjeen hyödyntäminen ja osavien ja sitoutuneiden henkilökunnan jäsenten antamat neuvot ja niiden soveltaminen käytäntöön ovat ajan mittaan luoneet ja ylläpitäneet laajaa ja tietoista sitoutumista ihmisoikeusperustaiseen lähestymistapaan.
10. Oletus, että ihmisoikeusperustainen lähestymistapa voidaan määritellä sensitiivisen, progressiivisen ja transformatiivisen tason mukaisesti, on sisäisesti ongelmallinen.
11. Seurannassa ja sellaisissa rakenteissa, jotka varmistavat että hankesuunnitelmassa esitetty kontekstiin sovitettu ihmisoikeusperustaisuus toteutetaan hankkeen toimeenpanossa on puutteita. Nämä puutteet rajoittavat lähestymistavan tuloksia ja prosesseista oppimista. Ihmisoikeusperustaisen lähestymistavan sisällyttäminen hankesuunnitelmaan käsitetään yhdeksi portinvartija-asioista eli tavaksi saada hankkeelle rahoitusta.
12. Jotta kehityspolitiikka ja -yhteistyö olisivat ihmisoikeusperustaisia ja riskinhallinta toimivaa, tarvitaan kattavia ihmisoikeusarvioiteja, *do no harm*-analyysseja (vahingoittamattomuusanalyysseja) sekä konflikti- ja poliittistaloudellisia analyysseja.
13. Onnistumisia ihmisoikeustavoitteiden saavuttamisessa voidaan löytää ensisijaisesti tapauksissa, joissa ulkoministeriö ja kumppanit ovat kriittisesti pohtineet sitä, mitä ihmisoikeusperustainen lähestymistapa tarkoittaa kyseisessä toimintaympäristössä.
14. Ymmärrystä alueellisista ja kansainvälisistä ihmisoikeuslaeista ja niiden seurantamekanismeista ei ole johdonmukaisesti tunnistettu keskeiseksi ihmisoikeusperustaisessa lähestymistavassa eikä niistä täten ole saatu juuri apua lähestymistavatoimeenpanossa.
15. Ihmisoikeusperustaisen lähestymistavan sisällyttäminen riskienhallintaan on työn alla ja sen tulokset vaihtelevat. Ihmisoikeusriskien tunnistaminen ja ymmärtäminen ovat vasta alkaneet ja hiljattain kehitettyjä riskienhallintamenetelmiä ei ole vielä riittävästi testattu, jotta voitaisiin arvioida niiden tarkoituksenmukaisuutta ihmisoikeusnäkökulman osalta.
16. Ei ole juurikaan pohdittu, voisiko ihmisoikeusperustaisuus itse asiassa lisätä riskejä ihmisoikeuksien toteutumiselle. Tämä on yllättävää, sillä haittojen välttämisen (*do no harm*) arviointi on nimenomainen vaatimus kaikille kehitysyhteistyöhankkeille.



17. Yksityissektorin yhteistyövälineissä on edistytty selkeästi (mutta muista välineistä poikkeavalla tavalla) ihmisoikeuksien riskienhallinnan vahvistamisessa. Yksityissektorin ihmisoikeuksien riskienhallinta perustuu YK:n yrityksiä ja ihmisoikeuksia koskeviin periaatteisiin (UNGP).
18. Ulkoministeriön henkilöresurssit ovat riittämättömät siihen, että ihmisoikeusperustaisuuden soveltaminen kaikissa yhteistyövälineissä ja -muodoissa voitaisiin varmistaa.

## Evaluoinnin keskeiset suositukset

Evaluointi suosittelee, että vahvistetaan ihmisoikeusperustaisen lähestymistavan olevan jatkosakin Suomen kehitysyhteistyön ohjaava peruseriaate. Tämä tulisi näkyä ihmisoikeustavoitteissa, joita pyritään saavuttamaan, sekä ihmisoikeusperustaisen lähestymistavan prosesseissa, joita ministeriö yhteistyökumppaneineen aloittaa. Ihmisoikeusperustaisen lähestymistavan tulisi tulevaisuudessakin olla keskeinen osa ulkoministeriön ja sen kumppaneiden perusolemusta.

Ulkoministeriön tulisi hyväksyä, että osa sen kumppaneista todennäköisesti pysyy ihmisoikeusperustaisen lähestymistavan sensitiivisellä tasolla. Samalla osa kumppaneista kehittää jatkuvasti kykyään toimia enemmän progressiivisella tai transformatiivisella tasolla. Kumppaneille suunnatun tuen tulisi heijastaa tätä moninaisuutta, ja tukea tulisi antaa sen tueksi, että kehittyneemmäksi tietyn tason sisällä eikä välttämättä edellyttää pyrkimystä kohti seuraavaa, edistyneempää tasoa. Ulkoministeriön tulisi myös tunnistaa tarkemmin kumppanit, jotka eivät nykyisellään saavuta sensitiivisen tason vaatimuksia.

Jotta ihmisoikeusperustaisella lähestymistavalla saavutettaisiin nykyistä merkittävämpiä tuloksia, näkökulman tulisi laajentua ja painopisteen pitäisi siirtyä pois siitä, että ihmisoikeusperustaisen lähestymistavan sisällyttäminen hankesuunnitelmaan käsitetään tavaksi päästä ohi ”portinvartijasta” eli saada hankkeelle rahoitusta. Huomion tulisi kohdistua enemmän lähestymistavan toimeenpanoon prosesseineen ja niiden tuloksiin sekä seurantaan. Tämä edellyttää, että ulkoministeriön ja sen kumppaneiden kykyä tehdä ihmisoikeusarvioiteja, konflikti- ja valta-analyyseja sekä *do no harm* -analyyseja (vahingoittamattomuusanalyyseja) vahvistetaan. Myös seurannan ja raportoinnin järjestelmiä on kehitettävä. Koska ulkoministeriön henkilöresurssit ovat ylikuormitetut, evaluointi ehdottaa aiempaa laajempaa ulkoistamisen hyödyntämistä.

Seuraavan sivun taulukossa esitetään 24 yksityiskohtaista löydöstä, 18 löydöksiin perustuvaa johtopäätöstä ja 16 suositusta.



# Keskeiset löydökset, johtopäätökset ja suositukset

**Keskeiset suositukset ulkoministeriölle siitä, miten ihmisoikeusperustaista lähestymistapaa voidaan jatkossa toteuttaa tehokkaammin kehitysyhteistyön eri välinein.**

Suositus 1	Ulkoministeriön tulisi vahvistaa ihmisoikeusperustaisen lähestymistavan säilyvän jatkossakin peruseriaatteena, joka ohjaa Suomen kehitysyhteistyötä ja ilmaisee konkreettisesti Suomen tahtotilan ja sitoutumisen globaalien ihmisoikeuksien toteuttajana. (Katso johtopäätökset 1, 2, 7, 9)
Johtopäätös 1	Ihmisoikeusperustainen lähestymistapa on vakiintunut ulkoministeriössä ja kumppanien keskuudessa keskeisimmäksi ohjeelliseksi perustaksi Suomen kehitysyhteistyölle. (Katso löydökset 2.1, 2.2, 2.3, 2.7, 2.11, 2.15, 2.18)
Johtopäätös 2	Ihmisoikeusperustaisella lähestymistavalla on kumppanien keskuudessa sekä saavutettu tuloksia, erityisesti syrjäytyneiden ryhmien ihmisoikeustilanteen parantumisessa, että parannettu prosesseja, eli sitä, miten ihmisoikeusperustaista lähestymistapaa sovelletaan kehitysyhteistyössä. (Katso löydökset 1.1, 2.7)
Johtopäätös 7	Kansalaisjärjestöjen ja paikallisen yhteistyön määrärahojen hankkeet ja ohjelmat, samoin kuin jotkut monenkeskiset ja kahdenväliset hankkeet, ovat edistäneet oikeudenhaltijoiden mahdollisuuksia vaatia vastuunkantajilta vastuuvollisuutta sekä kehittäneet sitä varten seurantajärjestelmiä. (Katso löydökset 2.3, 2.18)
Johtopäätös 9	Ihmisoikeusperustaisen lähestymistavan yleisohjeen hyödyntäminen ja osaavien ja sitoutuneiden henkilökunnan jäsenten antamat neuvot ja niiden soveltaminen käytäntöön ovat ajan mittaan luoneet ja ylläpitäneet laajaa ja tietoista sitoutumista ihmisoikeusperustaiseen lähestymistapaan. (Katso löydös 2.1)
Näihin johtopäätöksiin liittyvät löydökset	<p><b>Löydös 1.1</b> Kehitysyhteistyön suunnitelmat ovat suhteellisen kunnianhimoisia ihmisoikeusperustaisen lähestymistavan suhteen ja heijastavat hyvin ulkoministeriön yleisohjetta (Human Rights-based Approach in Finland's Development Cooperation – Guidance Note 2015) aiheesta. Kuitenkin, vaikka esitetyt tavoitteet olisivat progressiivisella tai transformatiivisella tasolla, prosessikuvaukset siitä, miten tavoitteisiin päästään, puuttuvat usein.</p> <p><b>Löydös 2.1</b> Ihmisoikeusperustainen lähestymistapa näkyy parhaiten maaohjelmissa ja kahdenvälisissä hankkeissa. Vaikuttamisessaan monenvälisissä järjestöissä ulkoministeriö on keskittynyt erityisesti sukupuolten väliseen tasa-arvoon ja vammaisten henkilöiden oikeuksiin. Multi-bi (monenvälinen-kahdenvälinen) -hankkeissa ihmisoikeusperustainen lähestymistapa on huomioitu kokonaisvaltaisemmin. Kansalaisjärjestöjen ja paikallisen yhteistyön määrärahojen (PYM) hankkeiden ihmisoikeusperustaisuuden seuranta on kehittämätöntä. Instituutioiden välisessä (IKI) ja yksityissektorin instrumenttien (YSI) rahoittamassa kehitysyhteistyössä ihmisoikeusperustainen lähestymistapa on heikosti mukana.</p> <p><b>Löydös 2.2</b> Ulkoministeriön ihmisoikeusperustaisen lähestymistavan yleisohje antaa hyvän eettisen perustan ihmisoikeusperustaisuuden toteuttamiseksi ja on mahdollistanut siihen liittyvät saavutukset. Pitkäaikaiset kumppanuudet ja joustava rahoitus tarjoavat tilaa uusien innovatiivisten ihmisoikeusperustaisen lähestymistapojen käyttöönotolle.</p> <p><b>Löydös 2.3</b> Kaikissa kehitysyhteistyövälineissä ja etenkin kansalaisjärjestöjen ja PYM-hankkeissa, ihmisoikeusperustaista lähestymistapaa on tehokkaimmin toteutettu oikeudenhaltijoiden äänivallan kehittämiseen sekä sukupuolten väliseen tasa-arvoon ja vammaisten henkilöiden oikeuksiin liittyen. Vastuunkantajien kapasiteetin ja vastuuvollisuuden kasvattamiseen on kiinnitetty vähemmän huomiota. Pyrkimys läpinäkyvyyden lisäämiseen on ollut huomattavan vähäistä.</p> <p><b>Löydös 2.7</b> Ihmisoikeusperustaisen lähestymistavan jaottelu tasoihin voi auttaa keskittymään ihmisoikeusperustaisiin tavoitteisiin ja tuloksiin, mutta pyrkimystä kohti ylempiä tasoja suunnittelu- vaiheessa on korostettu liikaa sopeutumisen ja innovoinnin kustannuksella.</p>



Näihin johtopäätöksiin liittyvät löydökset	<p><b>Löydös 2.11</b> Innovointia tapahtuu kumppanien sopeutuessa toimintaympäristön muutoksiin. Innovaatioprosessit tapahtuvat hiljalleen ja vaativat ulkoministeriön ymmärrystä iteratiivisuuden osalta.</p> <p><b>Löydös 2.15</b> Ulkoministeriön on syytä pragmaattisesti hyväksyä se, että kukin kumppani työstää ihmisoikeusperustaista lähestymistapaa omista lähtökohdistaan käsin. Samalla on tiedostettava, että tämä joustavuus saattaa johtaa siihen, että kumppanit eivät tee sellaisia rakenteellisia muutoksia, joilla saavutettaisiin laajempi vaikutus ihmisoikeuksiin.</p> <p><b>Löydös 2.18</b> Suomen mallia systemaattisessa kehitysyhteistyön ihmisoikeusperustaisuudessa voitaisiin viedä paremmin muidenkin kehitystoimijoiden tietoisuuteen ja käyttöön.</p>
Suositus 2	<p><b>Ulkoministeriön tulisi edellyttää kumppaneiltaan ihmisoikeusperustaisen lähestymistavan tulosten ja prosessien sekä niistä johdettujen oppien analysoimista ja raportoimista. Tämä on edellytys ihmisoikeusperustaisen lähestymistavan arvon näkyväksi tekemiselle.</b> (Katso johtopäätökset 2, 9)</p>
Johtopäätös 2	<p><b>Ihmisoikeusperustaisella lähestymistavalla on kumppanien keskuudessa sekä saavutettu tuloksia, erityisesti syrjäytyneiden ryhmien ihmisoikeustilanteen parantumisessa, että parannettu prosesseja, eli sitä, miten ihmisoikeusperustaista lähestymistapaa sovelletaan kehitysyhteistyössä.</b> (Katso löydökset 1.1, 2.7)</p>
Johtopäätös 9	<p>Ihmisoikeusperustaisen lähestymistavan yleisohjeen hyödyntäminen ja osaavien ja sitoutuneiden henkilökunnan jäsenten antamat neuvot ja niiden soveltaminen käytäntöön ovat ajan mittaan luoneet ja ylläpitäneet laajaa ja tietoista sitoutumista ihmisoikeusperustaiseen lähestymistapaan. (Katso löydös 2.1)</p>
Näihin johtopäätöksiin liittyvät löydökset	<p><b>Löydös 1.1</b> Kehitysyhteistyön suunnitelmat ovat suhteellisen kunnianhimoisia ihmisoikeusperustaisen lähestymistavan suhteen ja heijastavat hyvin ulkoministeriön yleisohjetta aiheesta. Kuitenkin, vaikka esitetyt tavoitteet olisivat progressiivisella tai transformatiivisella tasolla, prosessikuvaukset siitä, miten tavoitteisiin päästään, puuttuvat usein.</p> <p><b>Löydös 2.1</b> Ihmisoikeusperustainen lähestymistapa näkyy parhaiten maaohjelmissa ja kahdenvälisissä hankkeissa. Vaikuttamisessaan monenvälisissä järjestöissä ulkoministeriö on keskittynyt erityisesti sukupuolten väliseen tasa-arvoon ja vammaisten henkilöiden oikeuksiin. Multi-bi (monenvälinen-kahdenvälinen) -hankkeissa ihmisoikeusperustainen lähestymistapa on huomioitu kokonaisvaltaisemmin. Kansalaisyhteistyön ja paikallisen yhteistyön määrärahojen (PYM) hankkeiden ihmisoikeusperustaisuuden seuranta on kehittymätöntä. Instituutioiden välisessä (IKI) ja yksityissektorin instrumenttien (YSI) rahoittamassa kehitysyhteistyössä ihmisoikeusperustainen lähestymistapa on heikosti mukana.</p> <p><b>Löydös 2.7</b> Ihmisoikeusperustaisen lähestymistavan jaottelu tasoihin voi auttaa keskittymään ihmisoikeusperustaisiin tavoitteisiin ja tuloksiin, mutta pyrkimystä kohti ylempiä tasoja suunnitteluvaiheessa on korostettu liikaa sopeutumisen ja innovoinnin kustannuksella.</p>



Suositus 3	<b>Suosittelaaan, että Suomen ihmisoikeus- ja ihmisoikeusperustaisen lähestymistavan politiikka jatkossakin heijastaa ja perustuu niihin vakiintuneisiin prosesseihin, jotka ovat tehneet ihmisoikeusperustaisesta lähestymistavasta keskeisen osan Suomen kehitysyhteistyö-kumppanuuksia. Tämä sisältää sitoumuksen asemoida Suomi normatiivisena johtajana ihmisoikeuksien alalla ja artikuloida kumppaneille selvästi sen, miten ihmisoikeusperustaisuus on tarkoituksena täytäntöön. Ihmisoikeusperustaisuuden täytäntöönpanon ohjeistaminen kumppaneille edellyttää sen osoittamista, miten ihmisoikeudet ovat muodostuneet lähtökohdaksi Suomen sitoutumisessa yhteistyöhön kumppanimaiden hallintojen ja monenvälisten järjestöjen kanssa. (Katso johtopäätökset 1, 4, 5, 7, 8)</b>
Johtopäätös 1	Ihmisoikeusperustainen lähestymistapa on vakiintunut ulkoministeriössä ja kumppanien keskuudessa keskeisimmäksi ohjeelliseksi perustaksi Suomen kehitysyhteistyölle. (Katso löydökset 2.1, 2.2, 2.3, 2.7, 2.11, 2.15, 2.18)
Johtopäätös 4	Syrjäytyneiden oikeudenhaltijaryhmien kapasiteetti on vahvistunut. Paikalliset kansalaisjärjestöt ovat antaneet heille äänen ja tukeneet heitä syrjinnän ja yhteiskunnallisen eristyneisyyden voittamisessa. (Katso löydökset 2.1, 2.3, 2.10, 2.13)
Johtopäätös 5	Vastuunkantajien kapasiteettia ja heidän vastuuvollisuuttaan on jonkin verran vahvistettu. (Katso löydökset 2.1, 2.3)
Johtopäätös 7	Kansalaisjärjestöjen ja paikallisen yhteistyön määrärahojen hankkeet ja ohjelmat, samoin kuin jotkut monenkeskiset ja kahdenväliset hankkeet, ovat edistäneet oikeudenhaltijoiden mahdollisuuksia vaatia vastuunkantajilta vastuuvollisuutta sekä kehittäneet sitä varten seurantajärjestelmiä. (Katso löydökset 2.3, 2.18)
Johtopäätös 8	Ihmisoikeusperustaisen lähestymistavan läpinäkyvyys-periaate on saanut huomattavan vähän huomiota Suomen kehitysyhteistyössä. (Katso löydökset 2.2, 3.3)
Näihin johtopäätöksiin liittyvät löydökset	<p><b>Löydös 2.1</b> Ihmisoikeusperustainen lähestymistapa näkyy parhaiten maaohjelmissa ja kahdenvälisissä hankkeissa. Vaikuttamisessaan monenvälisissä järjestöissä ulkoministeriö on keskittynyt erityisesti sukupuolten väliseen tasa-arvoon ja vammaisten henkilöiden oikeuksiin. Multi-bi (monenvälinen-kahdenvälinen) -hankkeissa ihmisoikeusperustainen lähestymistapa on huomioitu kokonaisvaltaisemmin. Kansalaisjärjestöjen ja paikallisen yhteistyön määrärahojen (PYM) hankkeiden ihmisoikeusperustaisuuden seuranta on kehittämätöntä. Instituutioiden välisessä (IKI) ja yksityissektorin instrumenttien (YSI) rahoittamassa kehitysyhteistyössä ihmisoikeusperustainen lähestymistapa on heikosti mukana.</p> <p><b>Löydös 2.2</b> Ulkoministeriön ihmisoikeusperustaisen lähestymistavan yleisohje antaa hyvän eettisen perustan ihmisoikeusperustaisuuden toteuttamiseksi ja on mahdollistanut siihen liittyvät saavutukset. Pitkäaikaiset kumppanuudet ja joustava rahoitus tarjoavat tilaa uusien innovatiivisten ihmisoikeusperustaisen lähestymistapojen käyttöönotolle.</p> <p><b>Löydös 2.3</b> Kaikissa kehitysyhteistyövälineissä ja etenkin kansalaisjärjestöjen ja PYM-hankkeissa, ihmisoikeusperustaista lähestymistapaa on tehokkaimmin toteutettu oikeudenhaltijoiden äänivallan kehittämiseen sekä sukupuolten väliseen tasa-arvoon ja vammaisten henkilöiden oikeuksiin liittyen. Velvollisuudenkantajien kapasiteetin ja vastuuvollisuuden kasvattamiseen on kiinnitetty vähemmän huomiota. Pyrkimys läpinäkyvyyden lisäämiseen on ollut huomattavan vähäistä.</p> <p><b>Löydös 2.7</b> Ihmisoikeusperustaisen lähestymistavan jaottelu tasoihin voi auttaa keskittymään ihmisoikeusperustaisiin tavoitteisiin ja tuloksiin, mutta pyrkimystä kohti ylempiä tasoja suunnittelu-vaiheessa on korostettu liikaa sopeutumisen ja innovoinnin kustannuksella.</p> <p><b>Löydös 2.10</b> Ihmisoikeusperustainen lähestymistapa on saanut jalansijaa yhdessä siihen linkittyvien läpileikkaavien tavoitteiden kanssa, vaikka ymmärrys niiden välisistä eroista ja suhteesta onkin rajallista.</p> <p><b>Löydös 2.11</b> Innovointia tapahtuu kumppanien sopeutuessa toimintaympäristön muutoksiin. Innovaatioprosessit tapahtuvat hiljalleen ja vaativat ulkoministeriön ymmärrystä iteratiivisuuden osalta.</p> <p><b>Löydös 2.13</b> Sensitiivisen tason palvelutarjonta on hallitsevampaa kuin progressiivisen tai transformatiivisen tason vaikuttaminen ja vuorovaikutus velvollisuudenkantajien kanssa. Erityisesti PYM- ja kansalaisjärjestö-yhteistyövälineissä tämä heijastaa pienten paikallisten kumppanien luonnetta ja roolia sekä heidän sidosryhmiensä vaatimuksia, samoin kuin humanitaaristen ja tarpeisiin perustuvien lähestymistapojen käyttämistä.</p>



Näihin johtopäätöksiin liittyvät löydökset	<p><b>Löydös 2.15</b> Ulkoministeriön on syytä pragmaattisesti hyväksyä se, että kukin kumppani työstää ihmisoikeusperustaista lähestymistapaa omista lähtökohdistaan käsin. Samalla on tiedostettava, että tämä joustavuus saattaa johtaa siihen, että kumppanit eivät tee sellaisia rakenteellisia muutoksia, joilla saavutettaisiin laajempi vaikutus ihmisoikeuksiin.</p> <p><b>Löydös 2.18</b> Suomen mallia systemaattisessa kehitysyhteistyön ihmisoikeusperustaisuudessa voitaisiin viedä paremmin muidenkin kehitystoimijoiden tietoisuuteen ja käyttöön.</p> <p><b>Löydös 3.3</b> Ulkoministeriön yleisohjeen mukaisesti yksityisen sektorin hankkeissa ihmisoikeusperustainen lähestymistapa on pääasiassa keskittynyt ihmisoikeusriskien hallintaan. On yrityksiä, jotka ovat edelläkävijöitä ja ovat systemaattisesti integroineet ihmisoikeusnäkökulman riskienhallintaansa, mutta myös monia yrityksiä, jotka eivät ole tunnistanee, analysoineet ja seuranneet ihmisoikeusriskejään.</p>
Suositus 4	<p><b>Ulkoministeriön tulisi siirtää painopiste nykyisestä 'portinvartijan' roolista tarjoamaan kannustimia (resursseja) ja sääntelyä (raportointivaatimuksia) kumppaneille, jotta näitä kannustetaan tekemään syvällisempiä ihmisoikeusanalyyskejä ja seuraamaan, miten nämä analyysit ohjaavat toteutusta.</b> (Katso johtopäätökset 10, 11)</p>
Johtopäätös 10	<p>Oletus, että ihmisoikeusperustainen lähestymistapa voidaan määritellä sensitiivisen, progressiivisen ja transformatiivisen tason mukaisesti, on sisäisesti ristiriitainen. (Katso löydökset 2.4, 2.7)</p>
Johtopäätös 11	<p>Seurannassa ja sellaisissa rakenteissa, jotka varmistavat että hankesuunnitelmassa esitetty kontekstiin sovitettu ihmisoikeusperustaisuus toteutetaan hankkeen toimeenpanossa on puutteita. Nämä puutteet rajoittavat lähestymistavan tuloksia ja prosesseista oppimista. Ihmisoikeusperustaisen lähestymistavan sisällyttäminen hankesuunnitelmaan käsitetään yhdeksi portinvartija-asioista eli tavaksi saada hankkeelle rahoitusta. (Katso löydökset 1.2, 2.5, 2.8, 2.9, 2.14)</p>
Näihin johtopäätöksiin liittyvät löydökset	<p><b>Löydös 1.2</b> Ihmisoikeusperustaisen lähestymistavan sisällyttämisen taso seurantaraporteissa on matalampi kuin hankesuunnitelmissa, sillä raportoinnin odotetaan painottavan saavutettujen tulosten käytettävissä olevaa näyttöä. Tämä näyttö on todennäköisesti rajallinen, koska hankkeiden aikakehys on liian lyhyt saavuttaakseen mitattavia ja ansioksi luettavia vaikutuksia ihmisoikeuksiin.</p> <p><b>Löydös 2.4</b> Useimmat kumppanit, jotka soveltavat ihmisoikeusperustaista lähestymistapaa hyvin, ovat valikoituneet kumppaneiksi ihmisoikeusperustaisuus-vahvuutensa vuoksi. Saamansa tuen avulla nämä kumppanit ovat pystyneet tekemään enemmän ihmisoikeuksiin liittyvää työtä ja soveltamaan vahvuuksiaan. Kumppanit, jotka olivat ennen tuen myöntämistä heikkoja ihmisoikeusperustaisessa lähestymistavassa, ovat saattaneet vahvistaa kykyään toimia sensitiivisellä tavalla, mutta näiden toiminta ihmisoikeuslähestymistavan progressiivisella tai transformatiivisella tasolla ei kuitenkaan ole yleensä merkittävästi edistynyt.</p> <p><b>Löydös 2.5</b> Kaikissa kehitysyhteistyövälineissä ihmisoikeusperustaisuutta sovelletaan pääasiassa osana suunnitteluprosessia. Järjestelmää, jossa sen toimeenpanoa ohjattaisiin, seurattaisiin ja raportoitaisiin, ei ole. Ulkoministeriön laaturyhmä varmistaa suunnitteluvaiheessa, että ihmisoikeusperustaisuus on huomioitu, mutta laaturyhmän toimenkuvaan ei kuulu varmistaa ihmisoikeusperustaisuuden soveltamista käytännössä.</p> <p><b>Löydös 2.7</b> Ihmisoikeusperustaisen lähestymistavan jaottelu tasoihin voi auttaa keskittymään ihmisoikeusperustaisiin tavoitteisiin ja tuloksiin, mutta pyrkimystä kohti ylempiä tasoja suunnitteluvaiheessa on korostettu liikaa sopeutumisen ja innovoinnin kustannuksella.</p> <p><b>Löydös 2.8</b> Ihmisoikeusperustaisen lähestymistavan tulisi mahdollistaa kehitysyhteistyötoimijoille sellaisten institutionaalisten normien systemaattinen käsitteleminen, mitkä vaikuttavat ihmisoikeustavoitteiden saavuttamiseen. Tämä ei usein toteudu, koska ihmisoikeus- ja konfliktianalyysien toteuttamisessa (ja soveltamisessa) on ongelmia.</p> <p><b>Löydös 2.9</b> Kumppanit eivät tuo selkeästi esiin, miten ihmisoikeusperustainen lähestymistapa vaikuttaa heidän prosesseihinsa ja tuloksiinsa. Joskus tämä johtuu raportointitaitojen puutteesta asenteiden ja käyttäytymisen muutosten raportoinnissa ja joskus ihmisoikeusperustaisen lähestymistavan raportointivaatimusten epäselvyydestä.</p> <p><b>Löydös 2.14</b> Nykyisten ohjeiden joustavuudesta huolimatta erilaisten kontekstien moninaisuus ja erilaisten tavoitteiden monimutkaisuus tarkoittavat, että ulkoministeriössä ja kumppaneiden keskuudessa on usein epävarmuutta siitä, miten sovittaa ihmisoikeusperustainen lähestymistapa käsillä olevaan tilanteeseen. Tämä on erityinen huolenaihe kolmoisneksus-hankkeissa, joita toteuttavat kansalaisjärjestöt.</p>



Suosi- tus 5	<b>Laaturyhmän, kehityspoliittisten neuvonantajien sekä ulkoministeriön henkilöstön, jotka hallinnoivat hankkeita maaohjelmien puitteissa, tulisi enenevästi ohjeistaa suurlähetystöjen henkilöstöä pitkäaikaiseen vuoropuheluun ihmisoikeusaavutuksista ja riskeistä. Ihmisoikeusperustaisen lähestymistavan tasot toimisivat työkaluna keskusteluissa kumppaneiden kanssa toteutuksen aikana, eivätkä lopullisena arviona ennen rahoituksen hyväksymistä.</b> (Katso johtopäätökset 10, 11, 13)
Johto- päätös 10	Oletus, että ihmisoikeusperustainen lähestymistapa voidaan määritellä sensitiivisen, progressiivisen ja transformatiivisen tason mukaisesti, on sisäisesti ristiriitainen. (Katso löydökset 2.4, 2.7)
Johto- päätös 11	Seurannassa ja sellaisissa rakenteissa, jotka varmistavat että hankesuunnitelmassa esitetty kontekstiin sovitettu ihmisoikeusperustaisuus toteutetaan hankkeen toimeenpanossa on puutteita. Nämä puutteet rajoittavat lähestymistavan tuloksia ja prosesseista oppimista. Ihmisoikeusperustaisen lähestymistavan sisällyttäminen hankesuunnitelmaan käsitetään yhdeksi portinvartija-asioista eli tavaksi saada hankkeelle rahoitusta. (Katso löydökset 1.2, 2.5, 2.8, 2.9, 2.14)
Johto- päätös 13	Onnistumisia ihmisoikeustavoitteiden saavuttamisessa voidaan löytää ensisijaisesti tapauksissa, joissa ulkoministeriö ja kumppanit ovat kriittisesti pohtineet sitä, mitä ihmisoikeusperustainen lähestymistapa tarkoittaa kyseisessä toimintaympäristössä. (Katso löydös 2.1)
Näihin johto- pää- töksiin liittyvät löydök- set	<p><b>Löydös 1.2</b> Ihmisoikeusperustaisen lähestymistavan sisällyttämisen taso seurantaraporteissa on matalampi kuin hankesuunnitelmissa, sillä raportoinnin odotetaan painottavan saavutettujen tulosten käytettävissä olevaa näyttöä. Tämä näyttö on todennäköisesti rajallinen, koska hankkeiden aikakehyks on liian lyhyt saavuttaakseen mitattavia ja ansioksi luettavia vaikutuksia ihmisoikeuksiin.</p> <p><b>Löydös 2.1</b> Ihmisoikeusperustainen lähestymistapa näkyy parhaiten maaohjelmissa ja kahdenvälisissä hankkeissa. Vaikuttamisessaan monenvälisissä järjestöissä ulkoministeriö on keskittynyt erityisesti sukupuolten väliseen tasa-arvoon ja vammaisten henkilöiden oikeuksiin. Multi-bi (monenvälinen-kahdenvälinen) -hankkeissa ihmisoikeusperustainen lähestymistapa on huomioitu kokonaisvaltaisemmin. Kansalaisjärjestöjen ja paikallisen yhteistyön määrärahojen (PYM) hankkeiden ihmisoikeusperustaisuuden seuranta on kehittymätöntä. Instituutioiden välisessä (IKI) ja yksityissektorin instrumenttien (YSI) rahoittamassa kehitysyhteistyössä ihmisoikeusperustainen lähestymistapa on heikosti mukana.</p> <p><b>Löydös 2.4</b> Useimmat kumppanit, jotka soveltavat ihmisoikeusperustaista lähestymistapaa hyvin, ovat valikoituneet kumppaneiksi ihmisoikeusperustaisuus-vahvuutensa vuoksi. Saamansa tuen avulla nämä kumppanit ovat pystyneet tekemään enemmän ihmisoikeuksiin liittyvää työtä ja soveltamaan vahvuuksiaan. Kumppanit, jotka olivat ennen tuen myöntämistä heikkoja ihmisoikeusperustaisessa lähestymistavassa, ovat saattaneet vahvistaa kykyään toimia sensitiivisellä tavalla, mutta näiden toiminta ihmisoikeuslähestymistavan progressiivisella tai transformatiivisella tasolla ei kuitenkaan ole yleensä merkittävästi edistynyt.</p> <p><b>Löydös 2.5</b> Kaikissa kehitysyhteistyövälineissä ihmisoikeusperustaisuutta sovelletaan pääasiassa osana suunnitteluprosessia. Järjestelmää, jossa sen toimeenpanoa ohjattaisiin, seurattaisiin ja raportoitaisiin, ei ole. Ulkoministeriön laaturyhmä varmistaa suunnitteluvaiheessa, että ihmisoikeusperustaisuus on huomioitu, mutta laaturyhmän toimenkuvaan ei kuulu varmistaa ihmisoikeusperustaisuuden soveltamista käytännössä.</p> <p><b>Löydös 2.7</b> Ihmisoikeusperustaisen lähestymistavan jaottelu tasoihin voi auttaa keskittymään ihmisoikeusperustaisiin tavoitteisiin ja tuloksiin, mutta pyrkimystä kohti ylempiä tasoja suunnitteluvaiheessa on korostettu liikaa sopeutumisen ja innovoinnin kustannuksella.</p> <p><b>Löydös 2.8</b> Ihmisoikeusperustaisen lähestymistavan tulisi mahdollistaa kehitysyhteistyötoimijoille sellaisten institutionaalisten normien systemaattinen käsitteleminen, mitkä vaikuttavat ihmisoikeustavoitteiden saavuttamiseen. Tämä ei usein toteudu, koska ihmisoikeus- ja konfliktianalyysien toteuttamisessa (ja soveltamisessa) on ongelmia.</p> <p><b>Löydös 2.9</b> Kumppanit eivät tuo selkeästi esiin, miten ihmisoikeusperustainen lähestymistapa vaikuttaa heidän prosesseihinsa ja tuloksiinsa. Joskus tämä johtuu raportointitaitojen puutteesta asenteiden ja käyttäytymisen muutosten raportoinnissa ja joskus ihmisoikeusperustaisen lähestymistavan raportointivaatimusten epäselvyydestä.</p> <p><b>Löydös 2.14</b> Nykyisten ohjeiden joustavuudesta huolimatta erilaisten kontekstien moninaisuus ja erilaisten tavoitteiden monimutkaisuus tarkoittavat, että ulkoministeriössä ja kumppaneiden keskuudessa on usein epävarmuutta siitä, miten sovitetaan ihmisoikeusperustainen lähestymistapa käsillä olevaan tilanteeseen. Tämä on erityinen huolenaihe kolmoisneksus-hankkeissa, joita toteuttavat kansalaisjärjestöt.</p>



Suosi- tus 6	<b>Ulkoministeriön ja sen kumppaneiden tulisi tehdä kattavampia valta-analyyseja, ihmisoikeusympäristön arvioiteja, ja do no harm -analyyseja (vahingoittamattomuusanalyyseja). Tämän tulisi tapahtua vahvistamalla ohjaustyökaluja ja panostamalla analyttiseen kapasiteettiin, jota tukee neuvonta ja valmennus. Osa työstä voidaan tehdä sisäisesti investoimalla ihmisoikeusperustaiseen lähestymistapaan liittyvään kontekstianalyysiin ja osa ulkoistamalla. (Katso johtopäätökset 11, 12, 13, 18)</b>
Johto- päätös 11	Seurannassa ja sellaisissa rakenteissa, jotka varmistavat että hankesuunnitelmassa esitetty kontekstiin sovitettu ihmisoikeusperustaisuus toteutetaan hankkeen toimeenpanossa on puutteita. Nämä puutteet rajoittavat lähestymistavan tuloksia ja prosesseista oppimista. Ihmisoikeusperustaisen lähestymistavan sisällyttäminen hankesuunnitelmaan käsitetään yhdeksi portinvartija-asioista eli tavaksi saada hankkeelle rahoitusta. (Katso löydökset 1.2, 2.5, 2.8, 2.9, 2.14)
Johto- päätös 12	Jotta kehityspolitiikka ja -yhteistyö olisivat ihmisoikeusperustaisia ja riskinhallinta toimivaa, tarvitaan kattavia ihmisoikeusarvioiteja, do no harm-analyyseja (vahingoittamattomuusanalyyseja) sekä konflikti- ja poliittistaloudellisia analyyseja. (Katso löydökset 2.8, 2.9, 2.14, 3.2)
Johto- päätös 13	Onnistumisia ihmisoikeustavoitteiden saavuttamisessa voidaan löytää ensisijaisesti tapauksissa, joissa ulkoministeriö ja kumppanit ovat kriittisesti pohtineet sitä, mitä ihmisoikeusperustainen lähestymistapa tarkoittaa kyseisessä toimintaympäristössä. (Katso löydökset 2.1)
Johto- päätös 18	Ulkoministeriön henkilöresurssit ovat riittämättömät siihen, että ihmisoikeusperustaisuuden soveltaminen kaikissa yhteistyövälineissä ja -muodoissa voitaisiin varmistaa. (Katso löydökset 2.16, 2.17)
Näihin johto- pää- töksiin liittyvät löydök- set	<p><b>Löydös 1.2</b> Ihmisoikeusperustaisen lähestymistavan integraatiotaso seurantaraporteissa on matalampi kuin hankesuunnitelmissa, sillä raportoinnin odotetaan painottavan saavutettujen tulosten käytettävissä olevaa näyttöä. Tämä näyttö on todennäköisesti rajallinen, koska hankkeiden aikakehys on liian lyhyt saavuttaakseen mitattavia ja ansioksi luettavia vaikutuksia ihmisoikeuksiin.</p> <p><b>Löydös 2.1</b> Ihmisoikeusperustainen lähestymistapa näkyy parhaiten maaohjelmassa ja kahdenvälisissä hankkeissa. Vaikuttamisessaan monenvälisissä järjestöissä ulkoministeriö on keskittynyt erityisesti sukupuolten väliseen tasa-arvoon ja vammaisten henkilöiden oikeuksiin. Multi-bi (monenvälinen-kahdenvälinen) -hankkeissa ihmisoikeusperustainen lähestymistapa on huomioitu kokonaisvaltaisemmin. Kansalaisjärjestöjen ja paikallisen yhteistyön määrärahojen (PYM) hankkeiden ihmisoikeusperustaisuuden seuranta on kehittymätöntä. Instituutioiden välisessä (IKI) ja yksityissektorin instrumenttien (YSI) rahoittamassa kehitysyhteistyössä ihmisoikeusperustainen lähestymistapa on heikosti mukana.</p> <p><b>Löydös 2.5</b> Kaikissa kehitysyhteistyövälineissä ihmisoikeusperustaisuutta sovelletaan pääasiassa osana suunnitteluprosessia. Järjestelmää, jossa sen toimeenpanoa ohjattaisiin, seurattaisiin ja raportoitaisiin, ei ole. Ulkoministeriön laaturyhmä varmistaa suunnitteluvaiheessa, että ihmisoikeusperustaisuus on huomioitu, mutta laaturyhmän toimenkuvaan ei kuulu varmistaa ihmisoikeusperustaisuuden soveltamista käytännössä.</p> <p><b>Löydös 2.8</b> Ihmisoikeusperustaisen lähestymistavan tulisi mahdollistaa kehitysyhteistyötoimijoille sellaisten institutionaalisten normien systemaattinen käsitteleminen, mitkä vaikuttavat ihmisoikeustavoitteiden saavuttamiseen. Tämä ei usein toteudu, koska ihmisoikeus- ja konfliktianalyysien toteuttamisessa (ja soveltamisessa) on ongelmia.</p> <p><b>Löydös 2.9</b> Kumppanit eivät tuo selkeästi esiin, miten ihmisoikeusperustainen lähestymistapa vaikuttaa heidän prosesseihinsa ja tuloksiinsa. Joskus tämä johtuu raportointitaitojen puutteesta asenteiden ja käyttäytymisen muutosten raportoinnissa ja joskus ihmisoikeusperustaisen lähestymistavan raportointivaatimusten epäselvyydestä.</p> <p><b>Löydös 2.14</b> Nykyisten ohjeiden joustavuudesta huolimatta erilaisten kontekstien moninaisuus ja erilaisten tavoitteiden monimutkaisuus tarkoittavat, että ulkoministeriössä ja kumppaneiden keskuudessa on usein epävarmuutta siitä, miten sovitaa ihmisoikeusperustainen lähestymistapa käsillä olevaan tilanteeseen. Tämä on erityinen huolenaihe kolmoisneksus-hankkeissa, joita toteuttavat kansalaisjärjestöt.</p> <p><b>Löydös 2.16</b> Yksi merkittävä rajoite, jolla on vaikutuksia muihinkin tässä evaluoinnissa kuvattuihin haasteisiin, on ulkoministeriön riittämätön henkilöstö kehitysyhteistyön ihmisoikeusperustaisuuden seurantaan ja arviointiin.</p> <p><b>Löydös 2.17</b> Suomen verrokkimaiden kehityspolitiikka ja kehitysyhteistyö-instituutiot ovat kamppailleet samojen ihmisoikeusperustaisen lähestymistavan soveltamiseen liittyvien haasteiden kanssa kuin Suomi. Osa niiden ratkaisuista voidaan ottaa käyttöön pienillä kustannuksilla. Kokonaisvaltaisempien ratkaisujen omaksuminen muilta toimijoilta voi kuitenkin olla vaikeaa ulkoministeriön rajallisten resurssien vuoksi.</p> <p><b>Löydös 3.2</b> Erityisesti konfliktikonteksteissa ihmisoikeuksien riskeihin liittyvän ymmärryksen on perustuttava kontekstianalyysiin (konflikti, poliittinen talous, "do no harm" -analyysit (vahingoittamattomuusanalyysi) jne.). Asiassa on edistytty jonkin verran, mutta voimavarat näiden analyysien tekemiseen tarvittaviin valmiuksiin ovat edelleen riittämättömät.</p>



Suositus 7	<b>Ulkoministeriön tulisi hyväksyä, että osa sen hankkeista/kumppaneista todennäköisesti pysyy ihmisoikeusperustaisen lähestymistavan sensitiivisellä tasolla, ja tukea tulisi antaa kehittämiseen paremmaksi tämän tason sisällä.</b> (Katso johtopäätökset 3, 10, 17)
Johtopäätös 3	Ihmisoikeusperustaisen lähestymistavan tehokas soveltaminen vaihtelee kehitysyhteistyövälineiden välillä. Lähestymistapaa on sovellettu kehitysyhteistyövälineissä eri tavoin niiden hankkeiden prosesseissa ja tulosalueissa jo siltäkin pohjalta, mitä yleisohjeessa on määritelty. (Katso löydökset 1.1, 1.2, 2.1, 2.3, 2.6, 2.7)
Johtopäätös 10	Oletus, että ihmisoikeusperustainen lähestymistapa voidaan määritellä sensitiivisen, progressiivisen ja transformatiivisen tason mukaisesti, on sisäisesti ristiriitainen. (Katso löydökset 2.4, 2.7)
Johtopäätös 17	Yksityissektorin yhteistyövälineissä on edistytty selkeästi (mutta muista välineistä poikkeavalla tavalla) ihmisoikeuksien riskienhallinnan vahvistamisessa. Yksityissektorin ihmisoikeuksien riskienhallinta perustuu YK:n yrityksiä ja ihmisoikeuksia koskeviin periaatteisiin (UNGPs). (Katso löydös 3.3)
Näihin johtopäätöksiin liittyvät löydökset	<p><b>Löydös 1.1</b> Kehitysyhteistyön suunnitelmat ovat suhteellisen kunnianhimoisia ihmisoikeusperustaisen lähestymistavan suhteen ja heijastavat hyvin ulkoministeriön yleisohjetta (Human Rights-based Approach in Finland's Development Cooperation – Guidance Note 2015) aiheesta. Kuitenkin, vaikka esitetyt tavoitteet olisivat progressiivisella tai transformatiivisella tasolla, prosessikuvaukset siitä, miten tavoitteisiin päästään, puuttuvat usein.</p> <p><b>Löydös 1.2</b> Ihmisoikeusperustaisen lähestymistavan sisällyttämisen taso seurantaraporteissa on matalampi kuin hankesuunnitelmissa, sillä raportoinnin odotetaan painottavan saavutettujen tulosten käytettävissä olevaa näyttöä. Tämä näyttö on todennäköisesti rajallinen, koska hankkeiden aikakehys on liian lyhyt saavuttaakseen mitattavia ja ansioksi luettavia vaikutuksia ihmisoikeuksiin.</p> <p><b>Löydös 2.1</b> Ihmisoikeusperustainen lähestymistapa näkyy parhaiten maohjelmissa ja kahdenvälisissä hankkeissa. Vaikuttamisessaan monenvälisissä järjestöissä ulkoministeriö on keskittynyt erityisesti sukupuolten väliseen tasa-arvoon ja vammaisten henkilöiden oikeuksiin. Multi-bi (monenvälinen-kahdenvälinen) -hankkeissa ihmisoikeusperustainen lähestymistapa on huomioitu kokonaisvaltaisemmin. Kansalaisjärjestöjen ja paikallisen yhteistyön määrärahojen (PYM) hankkeiden ihmisoikeusperustaisuuden seuranta on kehittämätöntä. Instituutioiden välisessä (IKI) ja yksityissektorin instrumenttien (YSI) rahoittamassa kehitysyhteistyössä ihmisoikeusperustainen lähestymistapa on heikosti mukana.</p> <p><b>Löydös 2.3</b> Kaikissa kehitysyhteistyövälineissä ja etenkin kansalaisjärjestöjen ja PYM-hankkeissa, ihmisoikeusperustaista lähestymistapaa on tehokkaimmin toteutettu oikeudenhaltijoiden äänivallan kehittämiseen sekä sukupuolten väliseen tasa-arvoon ja vammaisten henkilöiden oikeuksiin liittyen. Vastuunkantajien kapasiteetin ja vastuuvollisuuden kasvattamiseen on kiinnitetty vähemmän huomiota. Pyrkimys läpinäkyvyyden lisäämiseen on ollut huomattavan vähäistä.</p> <p><b>Löydös 2.4</b> Useimmat kumppanit, jotka soveltavat ihmisoikeusperustaista lähestymistapaa hyvin, ovat valikoituneet kumppaneiksi ihmisoikeusperustaisuus-vahvuutensa vuoksi. Saamansa tuen avulla nämä kumppanit ovat pystyneet tekemään enemmän ihmisoikeuksiin liittyvää työtä ja soveltamaan vahvuuksiaan. Kumppanit, jotka olivat ennen tuen myöntämistä heikkoja ihmisoikeusperustaisessa lähestymistavassa, ovat saattaneet vahvistaa kykyään toimia sensitiivisellä tavalla, mutta näiden toiminta ihmisoikeuslähestymistavan progressiivisella tai transformatiivisella tasolla ei kuitenkaan ole yleensä merkittävästi edistynyt.</p> <p><b>Löydös 2.6</b> Samassa hankkeessa voidaan saavuttaa sekä transformatiivisia että sensitiivisiä tuloksia. Tämä herättää kysymyksen missä määrin ulkoministeriön yleisohjeen asettama ihmisoikeusperustaisen lähestymistavan taso-jako heijastaa lähestymistavan monimuotoisuutta.</p> <p><b>Löydös 2.7</b> Ihmisoikeusperustaisen lähestymistavan jaottelu tasoihin voi auttaa keskittymään ihmisoikeusperustaisiin tavoitteisiin ja tuloksiin, mutta pyrkimystä kohti ylempiä tasoja suunnitteluvaiheessa on korostettu liikaa sopeutumisen ja innovoinnin kustannuksella.</p> <p><b>Löydös 3.3</b> Ulkoministeriön yleisohjeen mukaisesti yksityisen sektorin hankkeissa ihmisoikeusperustainen lähestymistapa on pääasiassa keskittynyt ihmisoikeusriskien hallintaan. On yrityksiä, jotka ovat edelläkävijöitä ja ovat systemaattisesti integroineet ihmisoikeusnäkökulman riskienhallintaansa, mutta myös monia yrityksiä, jotka eivät ole tunnistaneet, analysoineet ja seuranneet ihmisoikeusriskejään.</p>



Suositus 8	<b>Ulkoministeriön tulisi tiukemmin seuloa ja valvoa niitä hankkeita, joissa on heikko tai puuttuva ihmisoikeusriskien analyysi ja huomio ihmisoikeuseriaatteisiin ennen rahoituksen hyväksyntää sekä toteutuksen aikana.</b> (Katso johtopäätökset 12, 15, 17)
Johtopäätös 12	Jotta kehityspolitiikka ja -yhteistyö olisivat ihmisoikeusperustaisia ja riskinhallinta toimivaa, tarvitaan kattavia ihmisoikeusarvioita, <i>do no harm</i> -analyyssejä (vahingoittamattomuusanalyyssejä) sekä konflikti- ja poliittis-loudellisia analyyssejä. (Katso löydökset 2.8, 2.9, 2.14, 3.2)
Johtopäätös 15	Ihmisoikeusperustaisen lähestymistavan sisällyttäminen riskinhallintaan on työn alla ja sen tulokset vaihtelevat. Ihmisoikeusriskien tunnistaminen ja ymmärtäminen ovat vasta alkaneet ja hiljattain kehitettyjä riskinhallintamenetelmiä ei ole vielä riittävästi testattu, jotta voitaisiin arvioida niiden tarkoituksenmukaisuutta ihmisoikeusnäkökulman osalta. (Katso löydökset 3.1, 3.2)
Johtopäätös 17	Yksityissektorin yhteistyövälineissä on edistytty selkeästi (mutta muista välineistä poikkeavalla tavalla) ihmisoikeuksien riskinhallinnan vahvistamisessa. Yksityissektorin ihmisoikeuksien riskinhallinta perustuu YK:n yrityksiä ja ihmisoikeuksia koskeviin periaatteisiin (UNGPs). (Katso löydös 3.3)
Näihin johtopäätöksiin liittyvät löydökset	<p><b>Löydös 2.8</b> Ihmisoikeusperustaisen lähestymistavan tulisi mahdollistaa kehitysyhteistyötoimijoille sellaisten institutionaalisten normien systemaattinen käsitteleminen, mitkä vaikuttavat ihmisoikeustavoitteiden saavuttamiseen. Tämä ei usein toteudu, koska ihmisoikeus- ja konfliktianalyysien toteuttamisessa (ja soveltamisessa) on ongelmia.</p> <p><b>Löydös 2.9</b> Kumppanit eivät tuo selkeästi esiin, miten ihmisoikeusperustainen lähestymistapa vaikuttaa heidän prosesseihinsa ja tuloksiinsa. Joskus tämä johtuu raportointitaitojen puutteesta asenteiden ja käyttäytymisen muutosten raportoinnissa ja joskus ihmisoikeusperustaisen lähestymistavan raportointivaatimusten epäselvyydestä.</p> <p><b>Löydös 2.14</b> Nykyisten ohjeiden joustavuudesta huolimatta erilaisten kontekstien moninaisuus ja erilaisten tavoitteiden monimutkaisuus tarkoittavat, että ulkoministeriössä ja kumppaneiden keskuudessa on usein epävarmuutta siitä, miten sovitaa ihmisoikeusperustainen lähestymistapa käsillä olevaan tilanteeseen. Tämä on erityinen huolenaihe kolmoisneksus-hankkeissa, joita toteuttavat kansalaisjärjestöt.</p> <p><b>Löydös 3.1</b> Ihmisoikeusriskien tunnistaminen ja ymmärtäminen ovat vasta alkaneet ja hiljattain kehitettyjä riskinhallintamenetelmiä ei ole vielä riittävästi testattu, jotta voitaisiin arvioida niiden tarkoituksenmukaisuutta ihmisoikeusnäkökulman osalta. Tästä huolimatta erityisesti hauraissa ympäristöissä kumppanit soveltavat toimintaympäristönsä tuntemuksesta kumpuavaa tietoisuuttaan riskien vaikutuksista työssään, myös silloin kun varsinaista ihmisoikeusperustaista lähestymistapaa ei ehkä käytetä.</p> <p><b>Löydös 3.2</b> Erityisesti konfliktikonteksteissa ihmisoikeuksien riskeihin liittyvän ymmärryksen on perustuttava kontekstianalyysiin (konflikti, poliittinen talous, ”do no harm” -analyysit (vahingoittamattomuusanalyysi) jne.). Asiassa on edistytty jonkin verran, mutta voimavarat näiden analyysien tekemiseen tarvittaviin valmiuksiin ovat edelleen riittämättömät.</p> <p><b>Löydös 3.3</b> Ulkoministeriön yleisohjeen mukaisesti yksityisen sektorin hankkeissa ihmisoikeusperustainen lähestymistapa on pääasiassa keskittynyt ihmisoikeusriskien hallintaan. On yrityksiä, jotka ovat edelläkävijöitä ja ovat systemaattisesti integroineet ihmisoikeusnäkökulman riskinhallintaansa, mutta myös monia yrityksiä, jotka eivät ole tunnistaneet, analysoineet ja seuranneet ihmisoikeusriskejään.</p>



Suositus 9	<b>Ulkoministeriön tulisi hankkia erikoistunutta neuvontapalvelua auttamaan kumppaneita sovittamaan ihmisoikeusperustaisuuden pyrkimyksensä oleellisilta osin yhteen kansainvälisten ihmisoikeusjärjestelmien kanssa. Tässä tulisi korostaa sitä, miten hyödynnetään ihmisoikeusseurantamekanismien tuloksia sekä kumppanimaiden hallitusten sitoumuksia kansainvälisen ja alueellisen ihmisoikeuslain osalta. (Katso johtopäätökset 14, 16)</b>
Johtopäätös 14	Ymmärrystä alueellisista ja kansainvälisistä ihmisoikeuslaeista ja niiden seurantamekanismeista ei ole johdonmukaisesti tunnistettu keskeiseksi ihmisoikeusperustaisessa lähestymistavassa eikä niistä täten ole saatu juuri apua lähestymistavantoimeenpanossa. (Katso löydös 2.12)
Johtopäätös 16	Ei ole juurikaan pohdittu, voisiko ihmisoikeusperustaisuus itse asiassa lisätä riskejä ihmisoikeuksien toteutumiselle. Tämä on yllättävää, sillä haittojen välttämisen ( <i>do no harm</i> ) arviointi on nimenomainen vaatimus kaikille kehitysyhteistyöhankkeille. (Katso löydökset 3.2, 3.4)
Näihin johtopäätöksiin liittyvät löydökset	<b>Löydös 2.12</b> Hätkähdyttävän harvoja esimerkkejä havaittiin kansainvälisen ihmisoikeuslain soveltamisesta ja ihmisoikeusmekanismien systemaattisesta käyttämisestä. Osittainen poikkeus tästä aukosta ihmisoikeusperustaisuuden soveltamisessa ovat vammaisjärjestöt, jotka soveltavat YK:n yleissopimusta vammaisten henkilöiden oikeuksista. <b>Löydös 3.2</b> Erityisesti konfliktikonteksteissa ihmisoikeuksien riskeihin liittyvän ymmärryksen on perustuttava kontekstianalyysiin (konflikti, poliittinen talous, ”do no harm” -analyysit (vahingoittamattomuusanalyysi) jne.). Asiassa on edistytty jonkin verran, mutta voimavarat näiden analyysien tekemiseen tarvittaviin valmiuksiin ovat edelleen riittämättömät. <b>Löydös 3.3</b> Ulkoministeriön yleisohjeen mukaisesti yksityisen sektorin hankkeissa ihmisoikeusperustainen lähestymistapa on pääasiassa keskittynyt ihmisoikeusriskien hallintaan. On yrityksiä, jotka ovat edelläkävijöitä ja ovat systemaattisesti integroineet ihmisoikeusnäkökulman riskienhallintaansa, mutta myös monia yrityksiä, jotka eivät ole tunnistaneet, analysoineet ja seuranneet ihmisoikeusriskejään.
Suositus 10	<b>Ulkoministeriön vuoden 2015 yleisohjeeseen (Human Rights-based Approach in Finland’s Development Cooperation – Guidance Note) tulisi tehdä joukko pieniä muutoksia, jotta siitä tulisi tarkempi eri yhteistyövälineiden sekä eri konteksteissasoveltamiseen liittyen. (Katso johtopäätös 9)</b>
Johtopäätös 9	Ihmisoikeusperustaisen lähestymistavan yleisohjeen hyödyntäminen ja osaavien ja sitoutuneiden henkilökunnan jäsenten antamat neuvot ja niiden soveltaminen käytäntöön ovat ajan mittaan luoneet ja ylläpitäneet laajaa ja tietoista sitoutumista ihmisoikeusperustaiseen lähestymistapaan. (Katso löydös 2.1)
Näihin johtopäätöksiin liittyvät löydökset	<b>Löydös 2.1</b> Ihmisoikeusperustainen lähestymistapa näkyy parhaiten maaohjelmissa ja kahdenvälisissä hankkeissa. Vaikuttamisessaan monenvälisissä järjestöissä ulkoministeriö on keskittynyt erityisesti sukupuolten väliseen tasa-arvoon ja vammaisten henkilöiden oikeuksiin. Multi-bi (monenvälinen-kahdenvälinen) -hankkeissa ihmisoikeusperustainen lähestymistapa on huomioitu kokonaisvaltaisemmin. Kansalaisjärjestöjen ja paikallisen yhteistyön määrärahojen (PYM) hankkeiden ihmisoikeusperustaisuuden seuranta on kehittämätöntä. Instituutioiden välisessä (IKI) ja yksityissektorin instrumenttien (YSI) rahoittamassa kehitysyhteistyössä ihmisoikeusperustainen lähestymistapa on heikosti mukana.



Suositus 11	<b>Ulkoministeriön tulisi nostaa vaatimuksiaan kumppaneiden harjoittaman seurannan ja raportoinnin suhteen, kiinnittäen huomiota erityisesti strategiisiin ihmisoikeustuloksiin, prosesseihin ja riskeihin.</b> (Katso johtopäätökset 11, 12, 13, 15, 16)
Johtopäätös 11	Seurannassa ja sellaisissa rakenteissa, jotka varmistavat että hankesuunnitelmassa esitetty kontekstiin sovitettu ihmisoikeusperustaisuus toteutetaan hankkeen toimeenpanossa on puutteita. Nämä puutteet rajoittavat lähestymistavan tuloksia ja prosesseista oppimista. Ihmisoikeusperustaisen lähestymistavan sisällyttäminen hankesuunnitelmaan käsitetään yhdeksi portinvartija-asioista eli tavaksi saada hankkeelle rahoitusta. (Katso löydökset 1.2, 2.5, 2.8, 2.9, 2.14)
Johtopäätös 12	Jotta kehityspolitiikka ja -yhteistyö olisivat ihmisoikeusperustaisia ja riskinhallinta toimivaa, tarvitaan kattavia ihmisoikeusarvioita, do no harm-analyyssejä (vahingoittamattomuusanalyyssejä) sekä konflikti- ja poliittialoudellisia analyyssejä. (Katso löydökset 2.8, 2.9, 2.14, 3.2)
Johtopäätös 13	Onnistumisia ihmisoikeustavoitteiden saavuttamisessa voidaan löytää ensisijaisesti tapauksissa, joissa ulkoministeriö ja kumppanit ovat kriittisesti pohtineet sitä, mitä ihmisoikeusperustainen lähestymistapa tarkoittaa kyseisessä toimintaympäristössä. (Katso löydös 2.1)
Johtopäätös 15	Ihmisoikeusperustaisen lähestymistavan sisällyttäminen riskienhallintaan on työn alla ja sen tulokset vaihtelevat. Ihmisoikeusriskien tunnistaminen ja ymmärtäminen ovat vasta alkaneet ja hiljattain kehitettyjä riskienhallintamenetelmiä ei ole vielä riittävästi testattu, jotta voitaisiin arvioida niiden tarkoituksenmukaisuutta ihmisoikeusnäkökulman osalta. (Katso löydökset 3.1, 3.2)
Johtopäätös 16	Ei ole juurikaan pohdittu, voisiko ihmisoikeusperustaisuus itse asiassa lisätä riskejä ihmisoikeuksien toteutumiseksi. Tämä on yllättävää, sillä haittojen välttämisen ( <i>do no harm</i> ) arviointi on nimenomainen vaatimus kaikille kehitysyhteistyöhankkeille. (Katso löydökset 3.2, 3.4)
Näihin johtopäätöksiin liittyvät löydökset	<p><b>Löydös 1.2</b> Ihmisoikeusperustaisen lähestymistavan sisällyttämisen taso seurantaraporteissa on matalampi kuin hankesuunnitelmissa, sillä raportoinnin odotetaan painottavan saavutettujen tulosten käytettävissä olevaa näyttöä. Tämä näyttö on todennäköisesti rajallinen, koska hankkeiden aika-kehys on liian lyhyt saavuttaakseen mitattavia ja ansioksi luettavia vaikutuksia ihmisoikeuksiin.</p> <p><b>Löydös 2.1</b> Ihmisoikeusperustainen lähestymistapa näkyy parhaiten maaohjelmissa ja kahdenvälisissä hankkeissa. Vaikuttamisessaan monenvälisissä järjestöissä ulkoministeriö on keskittynyt erityisesti sukupuolten väliseen tasa-arvoon ja vammaisten henkilöiden oikeuksiin. Multi-bi (monenvälinen-kahdenvälinen) -hankkeissa ihmisoikeusperustainen lähestymistapa on huomioitu kokonaisvaltaisemmin. Kansalaisjärjestöjen ja paikallisen yhteistyön määrärahojen (PYM) hankkeiden ihmisoikeusperustaisuuden seuranta on kehittymätöntä. Instituutioiden välisessä (IKI) ja yksityissektorin instrumenttien (YSI) rahoittamassa kehitysyhteistyössä ihmisoikeusperustainen lähestymistapa on heikosti mukana.</p> <p><b>Löydös 2.5</b> Kaikissa kehitysyhteistyövälineissä ihmisoikeusperustaisuutta sovelletaan pääasiassa osana suunnitteluprosessia. Järjestelmää, jossa sen toimeenpanoa ohjattaisiin, seurattaisiin ja raportoitaisiin, ei ole. Ulkoministeriön laaturyhmä varmistaa suunnitteluvaiheessa, että ihmisoikeusperustaisuus on huomioitu, mutta laaturyhmän toimenkuvaan ei kuulu varmistaa ihmisoikeusperustaisuuden soveltamista käytännössä.</p> <p><b>Löydös 2.8</b> Ihmisoikeusperustaisen lähestymistavan tulisi mahdollistaa kehitysyhteistyötoimijoille sellaisten institutionaalisten normien systemaattinen käsitteleminen, mitkä vaikuttavat ihmisoikeustavoitteiden saavuttamiseen. Tämä ei usein toteudu, koska ihmisoikeus- ja konfliktianalyysien toteuttamisessa (ja soveltamisessa) on ongelmia.</p> <p><b>Löydös 2.9</b> Kumppanit eivät tuo selkeästi esiin, miten ihmisoikeusperustainen lähestymistapa vaikuttaa heidän prosesseihinsa ja tuloksiinsa. Joskus tämä johtuu raportointitaitojen puutteesta asenteiden ja käyttäytymisen muutosten raportoinnissa ja joskus ihmisoikeusperustaisen lähestymistavan raportointivaatimusten epäselvyydestä.</p> <p><b>Löydös 2.14</b> Nykyisten ohjeiden joustavuudesta huolimatta erilaisten kontekstien moninaisuus ja erilaisten tavoitteiden monimutkaisuus tarkoittavat, että ulkoministeriössä ja kumppaneiden keskuudessa on usein epävarmuutta siitä, miten sovitaa ihmisoikeusperustainen lähestymistapa käsillä olevaan tilanteeseen. Tämä on erityinen huolenaihe kolmoisneksus-hankkeissa, joita toteuttavat kansalaisjärjestöt.</p> <p><b>Löydös 3.1</b> Ihmisoikeusriskien tunnistaminen ja ymmärtäminen ovat vasta alkaneet ja hiljattain kehitettyjä riskienhallintamenetelmiä ei ole vielä riittävästi testattu, jotta voitaisiin arvioida niiden tarkoituksenmukaisuutta ihmisoikeusnäkökulman osalta. Tästä huolimatta erityisesti haurassa ympäristössä kumppanit soveltavat toimintaympäristönsä tuntemuksesta kumpuavaa tietoisuuttaan riskien vaikutuksista työssään, myös silloin kun varsinaista ihmisoikeusperustaista lähestymistapaa ei ehkä käytetä.</p> <p><b>Löydös 3.2</b> Erityisesti konfliktikonteksteissa ihmisoikeuksien riskeihin liittyvän ymmärryksen on perustuttava kontekstianalyysiin (konflikti, poliittinen talous, "do no harm" -analyysit (vahingoittamattomuusanalyysi) jne.). Asiassa on edistytty jonkin verran, mutta voimavarat näiden analyysien tekemiseen tarvittaviin valmiuksiin ovat edelleen riittämättömät.</p>



## Suosituksat liittyen yksittäisiin kehitysyhteistyön välineisiin – strategiset ja toimeenpanoon liittyvät

Suositus 12	<b>Kansalaisjärjestöjen ja PYM-yhteistyön osalta, ulkoministeriön kansalaisyhteiskuntayksikön ja suurlähetystöjen kannattaa kannustaa ihmisoikeusperustaisen lähestymistavan soveltamisessa heikompia kumppaneita oppimaan vahvemmilta kumppaneilta, kuten on tehty vammaishankkeiden ja Fingon tekemän työn kohdalla. (Katso johtopäätökset 4, 7)</b>
Suositus 13	<b>Instituutioiden välisen (IKI) kehitysyhteistyön osalta suositellaan jatkamaan ponnisteluja ihmisoikeusperustaisen lähestymistavan integroinnin ja toteutuksen vahvistamiseksi hankkeissa. Tämä edellyttää hankesuunnitelmien ja -raporttien järjestelmällistä analysointia, ja kumppani-instituutioiden kapasiteetin kehittämistä neuvonantotuen kautta sekä välinetason seurannan avulla. Nykyistä konsulttien tarjoamaa neuvonantotukea ihmisoikeusperustaisen lähestymistavan osalta tulisi jatkaa riittävällä resursoinnilla. (Katso johtopäätökset 5, 11)</b>
Suositus 14	<b>Yksityissektorin yhteistyön osalta suositellaan, että ulkoministeriö jatkaa ihmisoikeusriskien hallinnan systemaattista integrointia ja seuranta kaikkissa yksityissektorin hankkeissa YK:n ihmisoikeuksien suojelua ja yritystoimintaa koskevien periaatteiden (UNGP) mukaisesti. Hankkeiden suunnittelun lisäksi tulisi kiinnittää yhä enemmän huomiota ihmisoikeusriskien seurantaan sekä niiden hallintaan yksityissektorin hankkeissa ja raportoinnissa. (Katso johtopäätökset 6, 17)</b>
Suositus 15	<b>Monenvälisen yhteistyön osalta suositellaan, että ihmisoikeusperustaisen lähestymistavan painottamista jatketaan strategisessa vuoropuhelussa ulkoministeriön ja monenvälisten toimijoiden välillä, kiinnittäen erityistä huomiota määriteltäviin painopistealueisiin. Ulkoministeriön tulisi asettaa henkilöstöä tai konsultteja helpottamaan oppimista suhteellisen onnistuneista aloitteista joissa on hienosäädetty monenvälisen kumppaneiden sukupuolten tasa-arvoon ja vammaisuuteen liittyviä pyrkimyksiä, jotta näitä oppeja voitaisiin soveltaa muilla alueilla, kuten velvollisuuskantajien läpinäkyvyyden tukemisessa. Ulkoministeriön tulisi tuoda mukaan vuoropuheluun esimerkkejä multi-bi-(monenvälisen-kahdenvälisen) hankkeista ja muista maataso tai temaattisista hankkeista. (Katso johtopäätökset 5, 7)</b>
Suositus 16	<b>Maaohjelmien ja kahdenvälisen yhteistyön osalta suositellaan, että suurlähetystöjen tulisi siirtää henkilöstöresursseja hankkeiden hallinnosta seurantaan, ja käyttää seurantatuloksia oppimisen perustana. Suurlähetystöt toimisivat näin tietokeskuksina määriteltäessä, mitä ihmisoikeusperustainen lähestymistapa tarkoittaa koko maaohjelman osalta sekä politiikkatasolla vaikuttamisessa. (Katso johtopäätökset 2, 3, 7, 16, 18)</b>
Johtopäätökset	Katso yllä olevat johtopäätökset ja lisäksi: <b>Johtopäätös 6.</b> Yksityissektorin yhteistyömuodoilla on kasvava rooli Suomen kehitysyhteistyössä. Tämä viittaa myös siihen, että rahoitetuilta yrityksiltä edellytetään enenevässä määrin kapasiteettia ihmisoikeusperustaisuuden asianmukaisen huolellisuuden ( <i>due diligence</i> ) varmistamisessa. (Katso löydökset 2.1, 2.2, 2.4)
Löydökset	Katso yllä olevat löydökset.



# Sammanfattning

Finlands utrikes-, säkerhets- och utvecklingspolitik är förankrad i åtaganden om mänskliga rättigheter och dess förverkligande. Inom utvecklingspolitiken och utvecklingssamarbetet operationaliseras detta åtagande genom tillämpningen av ett rättighetsperspektiv (HRBA). Utrikesministeriet (UM) definierar HRBA som ett tillvägagångssätt där mänskliga rättigheter, inklusive förändringar som krävs för att säkerställa respekten för, värnandet och uppfyllandet av dess rättigheter, används som grund för att fastställa målen för utvecklingspolitiken och utvecklingssamarbetet. Särskild uppmärksamhet ägnas åt personer som har minst möjlighet att åtnjuta dessa rättigheter och till dem som är ansvariga för att de förverkligas. Processerna för ett människorättsbaserat utvecklingssamarbete styrs av de mänskliga rättigheternas principer om jämlikhet och icke-diskriminering, deltagande och inkludering, ansvarsutkrävande och öppenhet (UM 2015). Syftet med denna utvärdering är att belysa hur HRBA har tillämpats i utvecklingssamarbetet, i enlighet med UM:s politik för mänskliga rättigheter och utveckling. Dessutom ger utvärderingen information om hur HRBA kan genomföras på ett mer effektivt sätt inom Finlands olika samarbetsinstrument och modaliteter. Utvärderingen omfattar beslut om stöd som fattats under perioden 2019–2021.

## Utvärderingens huvudsakliga resultat

Inom UM och bland partners finns en stark känsla av ägarskap av HRBA, jämte ett brett erkännande av att HRBA utgör en grundläggande moralisk kompass för Finlands utvecklingssamarbete. Men förståelsen för HRBA varierar avsevärt inom UM och mellan partners. Detta är förknippat med oklarheter i hur HRBA beskrivs i riktlinjer, planer och rapporter inom de olika samarbetsinstrumenten och modaliteterna. De planer som finns för HRBA är relativt ambitiösa och återspeglar partners HRBA-policyer, som i sin tur baseras på UM:s riktlinjer för HRBA. Finska partners uppfattar dessa riktlinjer som relevanta och att de ger övergripande råd och styrning för hur HRBA kan tillämpas på ett flexibelt sätt.

HRBA integreras i mindre omfattning i rapporter än i planer. Rapporterade resultat i fråga om mänskliga rättigheter är begränsade, delvis på grund av att insatserna är för kortsiktiga för att påvisa mätbara förändringar, särskilt i fråga om attityder och beteende kopplat till HRBA. Vidare betonas olika aspekter av HRBA i varierande omfattning, och i vilken grad de tas upp i rapporteringen skiljer sig mellan samarbetsinstrument och modaliteter. Detta kan ses som positivt då det indikerar att det finns ett agilt tillvägagångssätt och att HRBA inte klassas som en särskild kategori av insatser.

I alla samarbetsinstrument och modaliteter har måluppfyllelsen varit mest påtaglig i det inkluderande stärkandet av rättighetsbärarnas kapacitet och röst. Det har varit något mindre fokus på ansvarsbärarnas kapacitet. Lite uppmärksamhet har även ägnats åt öppenhet. HRBA har genererat konkreta resultat på mikronivå, ofta med fokus på de mest marginaliserade och diskriminerade personerna och deras tillgång till offentliga tjänster, som t.ex. förändringar i vårdgivares förhållande till personer med funktionsvariation och uppmärksammandet av specifika kränkningar av mänskliga rättigheter, som t.ex. tvångsvräkningar. Detta mikrofokus utgör en begränsning i det inflytande som insatserna har på ansvarsbärare och bredare, transformerande resultat.



De flesta partners som har kapacitet att tillämpa HRBA valdes ut av UM för att de från början hade hög kapacitet. Stödet gjorde det möjligt för dem att göra mycket mer människorättsrelaterat arbete och tillämpa sin kompetens och erfarenheter på detta område. Dessa starka partners har dock inte använt UM:s stöd för att bli mer progressiva eller transformerande. Partners som var svaga i HRBA kan ha stärkt kapaciteten att agera på ett medvetet sätt men har sällan nått upp till den progressiva eller transformerande nivån.

Omfattningen och typen av resultat som åstadkommit med hjälp av olika samarbetsinstrument och enstaka insatser överensstämmer inte på ett konsekvent sätt med HRBA-konceptets olika nivåer och komponenter. En insats kan både ge upphov till transformerande resultat och resultat på nivån medveten. Detta väcker frågor om i vilken utsträckning nivåerna kan förväntas spegla mångfalden i HRBA-processer, samt i vilken utsträckning de strategier och aktiviteter som beskrivs i förändringsteorin för HRBA har operationaliserats. Det finns följaktligen ett behov av att se över intressenters linjära antaganden om hur förändringsprocesser sker och som förknippas med förväntade resultat på olika nivåer. I slutändan utgör de olika HRBA-nivåerna en användbar måtenhet för att bibehålla ett övergripande fokus på HRBA-resultat, men de har fått alltför stor uppmärksamhet på bekostnad av anpassning och innovation. UM:s riktlinjer om HRBA utgör ändå en viktig etisk kompass för Finlands utvecklingssamarbete. Strategiska partnerskap och flexibel finansiering skapar också utrymme för att hitta nya, innovativa förhållningssätt till HRBA.

Inom samtliga samarbetsinstrument och modaliteter tillämpas HRBA till stor del som en del av en planeringsprocess, som anger avsikter. Det finns begränsade resurser inom UM för att följa upp tillämpningen och resultaten av HRBA. Detta återspeglas i UM:s bristande förmåga att påverka och utvärdera genomförandet, och även i den låga utsträckning som partners rapporterar om sina HRBA-resultat. Kvalitetssäkringskommittén fungerar som en viktig grindvakt i planeringsfasen men är inte utformad som en mekanism för att säkerställa att HRBA tillämpas i praktiken. För närvarande är UM:s uppföljning begränsad och systemen för uppföljning och sammanställning av HRBA-resultat svaga. Lärdomar från god praxis i genomförandet av HRBA fångas därför inte nödvändigtvis upp inom UM och delas inte mellan partners. En meta-begränsning, som är kopplad till många av utmaningarna som beskrivs i denna utvärdering, är UM:s brist på personalresurser för att följa upp och bedöma måluppfyllelsen. Andra givare har stött på likartade utmaningar i genomförandet av HRBA. Vissa av deras lösningar kan tillämpas av Finland till en låg kostnad, som till exempel tillhandahållande av konsulttjänster eller helpdesk-tjänster. Med tanke på UM:s begränsade resurser kan det bli svårt att genomföra mer omfattande förändringar.

Det finns dock områden som har fått mer uppmärksamhet i tillämpningen av HRBA på insatsnivå. Landprogram utgör en plattform för UM och partners att främja gemensam reflektion och göra mer omfattande bedömningar av mänskliga rättigheter, konfliktanalyser och bredare politiska och ekonomiska analyser som förankrar insatser i den lokala kontexten. Civilsamhällesorganisationer och FN-organ har ofta sina egna processer för kapacitetstutveckling för HRBA och genomför sådana analyser. I vissa fall, som t.ex. insatser med fokus på personer med funktionsvariationer, har de även system för att dela erfarenheter med lokala partners såväl som med systerorganisationer i Finland och andra FN-organ.

Integrering av HRBA med riskhantering är i ett tidigt skede. Det finns en begynnande förståelse för mänskliga rättigheter ur ett riskperspektiv, men de riskhanteringsmetoder som har tagits fram på senare tid har inte testats tillräckligt för att man ska kunna avgöra hur relevanta de är från ett människorättsperspektiv. Partners uppvisar en varierad grad av riskmedvetenhet, särskilt när det gäller konfliktkänslighet. Vissa gör grundliga analyser medan andra är i stort sett omedvetna om risker kopplade till mänskliga rättigheter. Ett undantag är risken för sexuella övergrepp, våld



och trakasserier. PÅ det området har UM varit pådrivande och många organisationer har utvecklat svarsmekanismer. Det är sällsynt med mer omfattande analyser av risker för rättighetsbärare i situationer där mänskliga rättigheter inte är i fokus.

När man arbetar med mänskliga rättigheter ställs höga krav på riskmedvetenhet och förståelse för vad som kan göras i relation till HRBA i ett givet sammanhang. UM har valt att samarbeta med civilsamhällesorganisationer och multilaterala partners som arbetar i motvind (med omstridda mänskliga rättigheter/frågor, som t.ex. abort, sexualundervisning, transpersoners rättigheter och/eller påverkansarbete i auktoritära sammanhang där det generellt är svårt att prata om mänskliga rättigheter) och med konflikter, och de har en bra kunskap om var gränserna går. Generellt sätt läggs varierande tonvikt på bredare politiska och ekonomiska analyser och konfliktanalyser som verktyg för att bättre förstå och bedöma risker. Finlands landprogram erbjuder en plattform för sådana analyser, men de lärdomar som dras fram går inte tydligt i partners planer och i genomförandet. Framförallt uppmärksammas risker med att arbeta med ansvarsbärare som har tvivelaktigt rykte och ifrågasatt legitimitet (särskilt i konfliktsammanhang, t.ex. i Syrien), men det finns inga enkla svar på hur man hanterar dessa risker. Däremot har riskhantering av mänskliga rättigheter en central plats i HRBA i de modaliteter som riktar sig till den privata sektorn. Det finns företag som har varit banbrytare när det gäller att integrera rättighetsperspektivet i sin riskhantering, men också många företag som inte har uppmärksammat, analyserat eller följt upp risker på detta område.

Väldigt få partners har övervägt om HRBA faktiskt kan öka riskerna. Det är tydligt i de vanligtvis ytliga analyser som görs av *do no harm*, och som väldigt sällan nämner om och hur ett fokus på mänskliga rättigheter kan ha inverkan på just konflikter.

Utvärderingen konstaterar att UM har en förståelse för att HRBA innebär en systematisk integrering av mänskliga rättigheter som både ett medel och ett mål i utvecklingssamarbetet, det vill säga att respektera, värna om och uppfylla mänskliga rättigheter. Utvärderingen har visat att HRBA har blivit en vedertagen norm inom utvecklingssamarbetet, vilket är ett påfallande och fundamentalt resultat. Med andra ord har HRBA blivit en grundpelare i finskt utvecklingssamarbete.

Utvärderingen har granskat huruvida mänskliga rättigheter inom utvecklingssamarbetet förverkligas in enlighet med internationell rätt och på det sätt som beskrivs i UM:s riktlinjer. De metoder som har använts i de olika samarbetsinstrumenten för att stärka rättighetsbärare och ansvarsbärare har bidragit till gradvisa och transformerande förändringar. Insatser inom de olika samarbetsinstrumenten visar prov på vad som är möjligt och vilka samhällsvinster som kan uppnås genom HRBA. Finlands tillämpning av HRBA har ibland bidragit till en bättre situation för mänskliga rättigheter. Kränkningar av de mänskliga rättigheterna har förebyggts eller minskats, till exempel i fråga om könsrelaterat våld. Det har också bidragit till en bättre förståelse bland rättighetsbärare och ansvarsbärare om hur HRBA kan lägga en grund för ökad respekt för, och åtnjutande av, mänskliga rättigheter. Ett exempel på detta är en partners ökade medvetenhet om hur utformningen av ett skogsbruksprogram kan få konsekvenser för mänskliga rättigheter. Dessa två resultat visar att Finlands användning av HRBA ger resultat och mervärde. De visar också att risken för misslyckande kan hanteras genom en konsekvent tillämpning av HRBA.

De olika intentionerna med HRBA antyder att det finns flera, breda och delvis sammankopplade, vägar och möjligheter som bidrar till förverkligandet av mänskliga rättigheter. På områden där Finland är som starkast, det vill säga i motvindsfrågor, konfliktantering och i frågor som rör personer med funktionsvariationer och deras rättigheter, har betydande resultat uppnåtts, men lärdomar på dessa områden samlas inte upp i tillräcklig hög grad. En betydande svaghet är de begränsade ansträngningarna som har gjorts för att koppla rättighetsanspråk till partnerländernas bindande



åtaganden om mänskliga rättigheter på ett uttryckligt och initierat sätt. Med tanke på den prioritet som ges HRBA inom utvecklingssamarbetet och att mänskliga rättigheter utgör kärnan i Finlands utrikespolitik kan Finland förväntas ha en ledande roll i detta avseende. Kunskapen om mänskliga rättighetsnormer och hur de kan tillämpas inom utvecklingssamarbetet är ganska liten hos många partners.

UM:s partners måste integrera dessa normer och principer i sina övergripande förändringsteorier och ha tillräcklig kapacitet och engagemang för att omsätta de rättighetsbaserade principerna i praktiken under hela programcykeln. Utvärderingens resultat tyder på att partners har stärkt sin kapacitet avsevärt, men att kapaciteten på flera viktiga områden fortfarande är bristfällig. Det finns inte tillräckligt många UM-anställda som har tillräckligt goda färdigheter i HRBA, och många partners är inte förtrodda med konceptet.

De övergripande slutsatserna av denna utvärdering är:

1. HRBA har fått ett starkt fäste inom UM och bland dess partners som den viktigaste, gemensamma, normativa grunden för Finlands utvecklingssamarbete.
2. De framsteg som partners har gjort genom tillämpning av HRBA återspeglas både i resultat, framförallt en förbättring i mänskliga rättighetssituationen för marginaliserade personer, och i processen som sådan, det vill säga hur rättighetsbaserade principer upprätthålls inom olika samarbetsinstrument och modaliteter.
3. De framsteg som gjorts i tillämpningen av HRBA varierar mellan samarbetsinstrument och modaliteter. HRBA har operationaliserats inom samarbetsinstrument och modaliteter på en rad olika sätt, både vad gäller processer och resultat, in enlighet med riktlinjerna.
4. Rättighetsbärarnas kapacitet i marginaliserade kontexter har förbättrats genom att lokala civilsamhällesorganisationer har givit dem en röst och bistår dem i deras ansträngningar att övervinna diskriminering och isolering.
5. Ansvarsbärarnas kapacitet har förbättrats något.
6. Den allt viktigare roll som privatsektorinstrument spelar i Finlands utvecklingssamarbete har inneburit en ökad betoning på företagens kapacitet och ansvar i fråga om att tillämpa rättighetsbaserad *due diligence*.
7. Civilsamhällesorganisationers insatser och insatser finansierade av Fonden för lokalt samarbete (FLC), jämte vissa multilaterala och bilaterala insatser, har stärkt rättighetsbärare och system som främjar ansvarsutkrävande.
8. HRBA-principen om öppenhet har generellt sett fått påfallande lite uppmärksamhet i Finlands utvecklingssamarbete.
9. Användningen av riktlinjerna för HRBA och tillämpningen av de praktiska råd som UM:s kompetenta och engagerade personal har bidragit med har över tid resulterat i omfattande och vägrundande åtaganden kopplade till HRBA.
10. Det finns en inneboende problematik i att dela upp HRBA i tre nivåer – medveten, progressiv och transformerande.
11. Brist på uppföljning och strukturer för att säkerställa att åtaganden som görs i planer om hur HRBA ska tillämpas på ett kontextualiserat sätt hämmar HRBA-relaterade resultat och processer. Detta är kopplat till den överdrivna synen på HRBA som ett villkor som måste uppfyllas innan finansiering kan godkännas.



12. För att strategier och planer för utvecklingssamarbetet ska vara baserade på den rådande människorättssituationen och hantera risker för mänskliga rättigheter på ett effektivt sätt krävs noggranna bedömningar av mänskliga rättigheter, analyser av *do no harm*, konfliktanalyser och bredare politiska och ekonomiska analyser.
13. Det framsteg som gjorts gentemot målsättningar om mänskliga rättigheter är framförallt kopplade till kritisk reflektion bland partners och inom UM över konsekvenserna av att tillämpas HRBA i olika sammanhang.
14. Insikt i och förståelse för regional och global människorättslagstiftning och övervakningsmekanismer anses inte alltid vara av central betydelse för HRBA, och tillämpas därför inte tillräckligt vid operationalisering av HRBA.
15. Integrering av HRBA med riskhantering är ett "pågående projekt" med blandade resultat. Det finns en växande insikt om och förståelse för risker för mänskliga rättigheter, men nya riskhanteringsmetoder har inte testats tillräckligt för att man ska kunna avgöra hur relevanta de är för att stärka kopplingen till HRBA.
16. Risken att HRBA kan få en negativ påverkan på mänskliga rättigheter har inte uppmärksamats i någon högre utsträckning, vilket är förvånande med tanke på kravet att alla insatser ska bedömas från ett *do no harm*-perspektiv.
17. Tydliga (men olika) framsteg i arbetet med att stärka riskhanteringen för mänskliga rättigheter har gjorts inom privatsektorinstrumenten, där säkerställande av respekten för mänskliga rättigheter inom kommersiella aktiviteter i linje med UNGP är kärnan i HRBA.
18. UM är underbemannat i förhållande till uppgiften att säkerställa tillämpningen av HRBA i genomförandet inom de olika samarbetsinstrumenten.

## Utvärderingens centrala rekommendationer

Utvärderingen rekommenderar att UM vidhåller att HRBA är en central princip för Finlands utvecklingssamarbete. Detta bör återspeglas i de mål för mänskliga rättigheter som antas, såväl som i de processer som UM och dess partners försöker få till stånd. HRBA bör fortsätta att vara en del av UM:s och partners "DNA".

UM bör dock acceptera att vissa partners sannolikt kommer att förbli på den medvetna nivån inom HRBA, medan andra gradvis stärker sin kapacitet att agera på ett progressivt och transformerande sätt. Stödet ska spegla detta, och uppmuntra partners att förbättra sig inom en och samma nivå. UM bör också mer noggrant granska de som kanske inte uppnår medveten status.

För att öka måluppfyllelsen behövs ett bredare tillvägagångssätt för att omsätta HRBA i praktiken, det vill säga bortom den nuvarande fokuset på HRBA som ett villkor som måste uppfyllas innan finansiering kan godkännas. Detta innebär bättre bedömningar av mänskliga rättigheter, konflikt- och maktanalyser och analyser av *do-no-harm*bedömningar bland partners och UM, jämte system för mer robust uppföljning. Då UM:s personalresurser sannolikt kommer att förbli ansträngda i framtiden föreslås att dessa uppgifter utkontrakteras.

Utvärderingens 24 resultat, 18 slutsatser och 16 rekommendationer för hur UM kan förbättra tillämpningen av HRBA i utvecklingssamarbetet presenteras i tabellen nedan.



# Huvudsakliga resultat, slutsatser och rekommendationer

## Övergripande rekommendationer till UM för det framtida användandet av HRBA

Rekommendation 1	<b>UM bör befästa att HRBA är en central princip som ska fortsätta att vägleda Finlands utvecklingssamarbete i framtiden, som ett konkret uttryck för Finlands vilja och engagemang att stå upp för globala mänskliga rättigheter.</b> (se slutsatserna 1, 2, 7, 9)
Slutsats 1	<b>HRBA har fått ett starkt fäste inom UM och bland dess partners som den viktigaste, gemensamma, normativa grunden för Finlands utvecklingssamarbete.</b> (se resultat 2.1, 2.2, 2.3, 2.7, 2.11, 2.15, 2.18)
Slutsats 2	<b>De framsteg som partners har gjort genom tillämpning av HRBA återspeglas både i resultat, framförallt en förbättring i mänskliga rättighetssituationen för marginaliserade personer, och i processen som sådan, det vill säga hur rättighetsbaserade principer upprätthålls inom olika samarbetsinstrument och modaliteter.</b> (se resultat 1.1, 2.7)
Slutsats 7	<b>Civilsamhällesorganisationers insatser och insatser finansierade av Fonden för lokalt samarbete (FLC), jämte vissa multilaterala och bilaterala insatser, har stärkt rättighetsbärare och system som främjar ansvarsutkrävande.</b> (se resultat 2.3, 2.18)
Slutsats 9	<b>Användningen av riktlinjerna för HRBA och tillämpningen av de praktiska råd som UM:s kompetenta och engagerade personal har bidragit med har över tid resulterat i omfattande och väggrundande åtaganden kopplade till HRBA.</b> (se resultat 2.1).
Resultat	<p><b>Resultat 1.1</b> De planer som finns för HRBA är relativt ambitiösa och baseras på UM:s riktlinjer för HRBA. Även när <i>avsikter</i> är progressiva eller transformerande saknas det ofta en förklaring av de <i>processer</i> genom vilka dessa avsikter kommer att genomföras.</p> <p><b>Resultat 2.1</b> HRBA-perspektiv är tydliga i bilateralt utvecklingssamarbete och landprogram. UM:s påverkansarbete gentemot multilaterala organisationer har fokuserat på jämställdhet och personer med funktionsvariationer och deras rättigheter. Inom multi-biinsatser har HRBA hanterats på ett heltäckande sätt. Uppföljningen av HRBA inom stödet till civilsamhällesorganisationer och insatser finansierade av Fonden för lokalt samarbete är otillräcklig. Integreringen av HRBA i det institutionella samarbetet och samarbetet med den privata sektorn är begränsad.</p> <p><b>Resultat 2.2</b> UM:s riktlinjer för HRBA utgör en viktig etisk kompass som har väglett utvecklingssamarbetet och påverkat resultatuppfyllelsen. Strategiska partnerskap och flexibel finansiering skapar också utrymme för att hitta nya, innovativa förhållningssätt för att stärka respekten för mänskliga rättigheter.</p> <p><b>Resultat 2.3</b> Generellt sätt har insatserna, särskilt stödet till civilsamhällesorganisationer och genom Fonden för lokalt samarbete, bidragit till betydande resultat i fråga om rättighetsbärarens kapacitet att utkräva ansvar och ta itu med diskriminering relaterad till jämställdhet och funktionsvariation. Fokuset på anlagsbärarens kapacitet är inte riktigt lika stort. Öppenhet som grundläggande princip i HRBA får förvånansvärt lite uppmärksamhet</p> <p><b>Resultat 2.7</b> De olika HRBA-nivåerna som presenteras i UM:s riktlinjer kan vara användbara för att bibehålla ett övergripande fokus på mänskliga rättigheter, men det finns ett alltför stort fokus i planeringen på att uppnå högre nivåer inom HRBA, i stället för att uppmuntra anpassning och innovativa processer.</p> <p><b>Resultat 2.11</b> Innovation sker när partners anpassar sig till förändrade omständigheter. Dessa processer är gradvisa och förlitar sig på UM:s acceptans av iterativa tillvägagångssätt.</p> <p><b>Resultat 2.15</b> Det är viktigt att Finland är pragmatisk i tillämpningen av HRBA för att tillåta anpassning till olika partners kapacitet, men denna flexibilitet kan medföra att de strukturella förändringar som krävs för att påverka mänskliga rättigheter förbises.</p> <p><b>Resultat 2.18</b> Det finns goda exempel på systematisk integrering av HRBA inom Finlands utvecklingssamarbete som skulle kunna ligga till grund för bredare reflektion och tillämpning bland partners.</p>



Rekommendation 2	<b>För att grundläggande värderingar kopplade till HRBA är synliga och mätbara bör UM tillförsäkra att partners både bedömer vilka resultat som har uppnåtts i fråga om mänskliga rättigheter och förklarar vilka HRBA-processer som har tillämpats, och följaktligen tillämpar lärdomar.</b> (se slutsatser 2, 9)
Slutsats 2	<b>De framsteg som partners har gjort genom tillämpning av HRBA återspeglas både i resultat, framförallt en förbättring i mänskliga rättighetssituationen för marginaliserade personer, och i processen som sådan, det vill säga hur rättighetsbaserade principer upprätthålls inom olika samarbetsinstrument och modaliteter.</b> (se resultat 1.1, 2.7)
Slutsats 9	<b>Användningen av riktlinjerna för HRBA och tillämpningen av de praktiska råd som UM:s kompetenta och engagerade personal har bidragit med har över tid resulterat i omfattande och vägrundande åtaganden kopplade till HRBA.</b> (se resultat 2.1).
Resultat	<b>Resultat 1.1</b> De planer som finns för HRBA är relativt ambitiösa och baseras på UM:s riktlinjer för HRBA. Även när <i>avsikter</i> är progressiva eller transformerande saknas det ofta en förklaring av de <i>processer</i> genom vilka dessa avsikter kommer att genomföras. <b>Resultat 2.1</b> HRBA-perspektiv är tydliga i bilateralt utvecklingssamarbete och landprogram. UM:s påverkansarbete gentemot multilaterala organisationer har fokuserat på jämställdhet och personer med funktionsvariationer och deras rättigheter. Inom multi-biinsatser har HRBA hanterats på ett heltäckande sätt. Uppföljningen av HRBA inom stödet till civilsamhällesorganisationer och insatser finansierade av Fonden för lokalt samarbete är otillräcklig. Integreringen av HRBA i det institutionella samarbetet och samarbetet med den privata sektorn är begränsad. <b>Resultat 2.7</b> De olika HRBA-nivåerna som presenteras i UM:s riktlinjer kan vara användbara för att bibehålla ett övergripande fokus på mänskliga rättigheter, men det finns ett alltför stort fokus i planeringen på att uppnå högre nivåer inom HRBA, i stället för att uppmuntra anpassning och innovativa processer.
Rekommendation 3	<b>Finlands policys för mänskliga rättigheter och HRBA bör fortsätta att återspegla och bygga på de etablerade processer som har gjort HRBA centralt i utvecklingssamarbetets "DNA". Detta inkluderar ambitionen att Finland ska ha en ledande, normativ roll på mänskliga rättighetsområdet inom givarsamfundet och tydligt tala om för partners hur mänskligarättighets-baserade värderingar ska operationaliseras. Detta inkluderar att visa samarbetsregeringar och multilaterala institutioner hur mänskliga rättigheter har blivit ett rättesnöre för Finlands utvecklingssamarbete.</b> (se slutsatser 1, 4, 5, 7, 8)
Slutsats 1	<b>HRBA har fått ett starkt fäste inom UM och bland dess partners som den viktigaste, gemensamma, normativa grunden för Finlands utvecklingssamarbete.</b> (se resultat 2.1, 2.2, 2.3, 2.7, 2.11, 2.15, 2.18)
Slutsats 4	<b>Rättighetsbärarnas kapacitet i marginaliserade kontexter har förbättrats genom att lokala civilsamhällesorganisationer har givit dem en röst och bistår dem i deras ansträngningar att övervinna diskriminering och isolering.</b> (se resultat 2.1, 2.3, 2.10, 2.13)
Slutsats 5	<b>Ansvarsbärarnas kapacitet har förbättrats något.</b> (se resultat 2.1, 2.3)
Slutsats 7	<b>Civilsamhällesorganisationers insatser och insatser finansierade av Fonden för lokalt samarbete (FLC), jämte vissa multilaterala och bilaterala insatser, har stärkt rättighetsbärare och system som främjar ansvarsutkrävande.</b> (se resultat 2.3, 2.18)
Slutsats 8	<b>HRBA-principen om öppenhet har generellt sett fått påfallande lite uppmärksamhet i Finlands utvecklingssamarbete.</b> (se resultat 2.2, 3.3)
Resultat	<b>Resultat 2.1</b> HRBA-perspektiv är tydliga i bilateralt utvecklingssamarbete och landprogram. UM:s påverkansarbete gentemot multilaterala organisationer har fokuserat på jämställdhet och personer med funktionsvariationer och deras rättigheter. Inom multi-biinsatser har HRBA hanterats på ett heltäckande sätt. Uppföljningen av HRBA inom stödet till civilsamhällesorganisationer och insatser finansierade av Fonden för lokalt samarbete är otillräcklig. Integreringen av HRBA i det institutionella samarbetet och samarbetet med den privata sektorn är begränsad. <b>Resultat 2.2</b> UM:s riktlinjer för HRBA utgör en viktig etisk kompass som har väglett utvecklingssamarbetet och påverkat resultatuppfyllelsen. Strategiska partnerskap och flexibel finansiering skapar också utrymme för att hitta nya, innovativa förhållningssätt för att stärka respekten för mänskliga rättigheter.



Resultat	<p><b>Resultat 2.3</b> Generellt sätt har insatserna, särskilt stödet till civilsamhällesorganisationer och genom Fonden för lokalt samarbete, bidragit till betydande resultat i fråga om rättighetsbärares kapacitet att utkräva ansvar och ta itu med diskriminering relaterad till jämställdhet och funktionsvariation. Fokuset på anlagsbärares kapacitet är inte riktigt lika stort. Öppenhet som grundläggande princip i HRBA får förvånansvärt lite uppmärksamhet.</p> <p><b>Resultat 2.7</b> De olika HRBA-nivåerna som presenteras i UM:s riktlinjer kan vara användbara för att bibehålla ett övergripande fokus på mänskliga rättigheter, men det finns ett alltför stort fokus i planeringen på att uppnå högre nivåer inom HRBA, i stället för att uppmuntra anpassning och innovativa processer.</p> <p><b>Resultat 2.10</b> HRBA har fått genomslag i samband med att tvärgående mål för utvecklingssamarbetet har antagits, även om det finns begränsad förståelse för skillnaderna och förhållandet mellan de två.</p> <p><b>Resultat 2.11</b> Innovation sker när partners anpassar sig till förändrade omständigheter. Dessa processer är gradvisa och förlitar sig på UM:s acceptans av iterativa tillvägagångssätt.</p> <p><b>Resultat 2.13</b> HRBA-medvetet stöd är mer dominerande än progressivt/transformerande påverkansarbete och samarbete med ansvarsbärare. Särskilt inom stödet till civilsamhällesorganisationer och insatser finansierade av Fonden för lokalt samarbete kan detta förklaras av den karaktär och de roller som små lokala partners har, och kraven från dem som de representerar, såväl som förekomsten av humanitärt och behovsbaserat stöd.</p> <p><b>Resultat 2.15</b> Det är viktigt att Finland är pragmatisk i tillämpningen av HRBA för att tillåta anpassning till olika partners kapacitet, men denna flexibilitet kan medföra att de strukturella förändringar som krävs för att påverka mänskliga rättigheter förbises.</p> <p><b>Resultat 2.18</b> Det finns goda exempel på systematisk integrering av HRBA inom Finlands utvecklingssamarbete som skulle kunna ligga till grund för bredare reflektion och tillämpning bland partners.</p> <p><b>Resultat 3.3</b> I enlighet med riktlinjerna för HRBA har HRBA inom privata sektorns insatser till stor del fokuserat på riskhantering av mänskliga rättigheter. Det finns företag som har varit banbrytare när det gäller att integrera rättsperspektivet i sin riskhantering, men också många företag som inte har uppmärksammat, analyserat eller följt upp risker på detta område.</p>
Rekommendation 4	<p><b>Tyngdpunkten i UM:s främjande av HRBA bör flyttas bortom det nuvarande fokuset på HRBA som ett villkor som måste uppfyllas innan finansiering kan godkännas till att ge incitament (resurser) och instruktioner (rapporteringskrav) som ett sätt att uppmuntra partners att genomföra djupare analyser av mänskliga rättigheter, och för att följa upp hur dessa analyser vägleder genomförandet. (se slutsatser 10, 11)</b></p>
Slutsats 10	<p><b>Det finns en inneboende problematik i att dela upp HRBA i tre nivåer – medveten, progressiv och transformerande. (se resultat 2.4, 2.7)</b></p>
Slutsats 11	<p><b>Brist på uppföljning och strukturer för att säkerställa att åtaganden som görs i planer om hur HRBA ska tillämpas på ett kontextualiserat sätt hämmar HRBA-relaterade resultat och processer. Detta är kopplat till den överdrivna synen på HRBA som ett villkor som måste uppfyllas innan finansiering kan godkännas. (se resultat 1.2, 2.5, 2.8, 2.9, 2.14)</b></p>
Resultat	<p><b>Resultat 1.2</b> HRBA integreras i en högre grad i rapporter än i planer, eftersom rapporter kan förväntas presentera belegg på uppnådda resultat. Sådana belegg kommer sannolikt att vara begränsade på grund av att insatsernas tidsramar är för korta för att uppnå mätbara förändringar i situationen för mänskliga rättigheter, och som kan tillskrivas Finlands bidrag.</p> <p><b>Resultat 2.4</b> De flesta partners som har kapacitet att tillämpa HRBA valdes ut för att de från början hade hög kapacitet. Stödet gjorde det möjligt för dem att göra mycket mer människorättsrelaterat arbete och tillämpa sin kompetens på detta område. Partners som var svaga i förhållande till HRBA kan ha stärkt kapaciteten att agera på ett medvetet sätt men har sällan blivit mer progressiva eller transformerande som aktörer.</p> <p><b>Resultat 2.5</b> Inom samtliga samarbetsinstrument och modaliteter tillämpas HRBA till stor del som en del av en planeringsprocess och utgör inte en grundval för löpande rådgivning, uppföljning, och resultatrapportering. Kvalitetssäkringskommittén fungerar som en viktig grindvakt i planeringsstadiet men är inte utformad som en mekanism för att säkerställa att HRBA tillämpas i praktiken.</p> <p><b>Resultat 2.7</b> De olika HRBA-nivåerna som presenteras i UM:s riktlinjer kan vara användbara för att bibehålla ett övergripande fokus på mänskliga rättigheter, men det finns ett alltför stort fokus i planeringen på att uppnå högre nivåer inom HRBA, i stället för att uppmuntra anpassning och innovativa processer.</p>



Resultat	<p><b>Resultat 2.8</b> HRBA bör göra det möjligt för olika aktörer inom utvecklingssamarbetet att systematiskt arbeta med institutionella normer som påverkar mänskliga rättigheter. Denna potential förverkligas ofta inte på grund av svårigheter att göra (och tillämpa) bedömningar av mänskliga rättigheter och konflikter.</p> <p><b>Resultat 2.9</b> Partners beskriver inte tydligt hur HRBA bidrar till deras processer och resultat, ibland på grund av bristande förmåga att rapportera om attityd- och beteendeförändringar och ibland på grund av otydlighet i HRBA-specifika rapporteringskrav.</p> <p><b>Resultat 2.14</b> Trots att nuvarande riktlinjer är flexibla finns det ofta en osäkerhet inom UM och bland partners om hur man ska anpassa HRBA till olika kontexter och när det finns andra mål som är oförenliga med HRBA. Detta är ett särskilt problem inom <i>triple nexus</i>-insatser, främst när de genomförs av civilsamhällesorganisationer.</p>
Rekommendation 5	<p><b>Förutom det arbete som utförs av kvalitetssäkringskommittén, seniora rådgivare och UM:s personal som hanterar insatser inom landprogram bör ambassadpersonal ges i uppdrag att föra en longitudinell dialog om mänskliga rättigheter och risker. HRBA-nivåerna skulle kunna användas som en grund för reflektion med partners under genomförandet, snarare än att i första hand ses som bedömningskriterier för beslut om finansiering.</b> (se slutsatserna 10, 11, 13)</p>
Slutsats 10	<p><b>Det finns en inneboende problematik i att dela upp HRBA i tre nivåer – medveten, progressiv och transformerande.</b> (se resultat 2.4, 2.7)</p>
Slutsats 11	<p><b>Brist på uppföljning och strukturer för att säkerställa att åtaganden som görs i planer om hur HRBA ska tillämpas på ett kontextualiserat sätt hämmar HRBA-relaterade resultat och processer. Detta är kopplat till den överdrivna synen på HRBA som ett villkor som måste uppfyllas innan finansiering kan godkännas.</b> (se resultat 1.2, 2.5, 2.8, 2.9, 2.14)</p>
Slutsats 13	<p><b>Det framsteg som gjorts gentemot målsättningar om mänskliga rättigheter är framförallt kopplade till kritisk reflektion bland partners och inom UM om konsekvenserna av att tillämpas HRBA i olika sammanhang.</b> (se resultat 2.1)</p>
Resultat	<p><b>Resultat 1.2</b> HRBA integreras i en högre grad i rapporter än i planer, eftersom rapporter kan förväntas presentera belegg på uppnådda resultat. Sådana belegg kommer sannolikt att vara begränsade på grund av att insatsernas tidsramar är för korta för att uppnå mätbara förändringar i situationen för mänskliga rättigheter, och som kan tillskrivas Finlands bidrag.</p> <p><b>Resultat 2.1</b> HRBA-perspektiv är tydliga i bilateralt utvecklingssamarbete och landprogram. UM:s påverkansarbete gentemot multilaterala organisationer har fokuserat på jämställdhet och personer med funktionsvariationer och deras rättigheter. Inom multi-biinsatser har HRBA hanterats på ett heltäckande sätt. Uppföljningen av HRBA inom stödet till civilsamhällesorganisationer och insatser finansierade av Fonden för lokalt samarbete är otillräcklig. Integreringen av HRBA i det institutionella samarbetet och samarbetet med den privata sektorn är begränsad.</p> <p><b>Resultat 2.4</b> De flesta partners som har kapacitet att tillämpa HRBA valdes ut för att de från början hade hög kapacitet. Stödet gjorde det möjligt för dem att göra mycket mer människorättsrelaterat arbete och tillämpa sin kompetens på detta område. Partners som var svaga i förhållande till HRBA kan ha stärkt kapaciteten att agera på ett medvetet sätt men har sällan blivit mer progressiva eller transformerande som aktörer.</p> <p><b>Resultat 2.5</b> Inom samtliga samarbetsinstrument och modaliteter tillämpas HRBA till stor del som en del av en planeringsprocess och utgör inte en grundval för löpande rådgivning, uppföljning, och resultatrapportering. Kvalitetssäkringskommittén fungerar som en viktig grindvakt i planeringsstadiet men är inte utformad som en mekanism för att säkerställa att HRBA tillämpas i praktiken.</p> <p><b>Resultat 2.7</b> De olika HRBA-nivåerna som presenteras i UM:s riktlinjer kan vara användbara för att bibehålla ett övergripande fokus på mänskliga rättigheter, men det finns ett alltför stort fokus i planeringen på att uppnå högre nivåer inom HRBA, i stället för att uppmuntra anpassning och innovativa processer.</p> <p><b>Resultat 2.8</b> HRBA bör göra det möjligt för olika aktörer inom utvecklingssamarbetet att systematiskt arbeta med institutionella normer som påverkar mänskliga rättigheter. Denna potential förverkligas ofta inte på grund av svårigheter att göra (och tillämpa) bedömningar av mänskliga rättigheter och konflikter.</p> <p><b>Resultat 2.9</b> Partners beskriver inte tydligt hur HRBA bidrar till deras processer och resultat, ibland på grund av bristande förmåga att rapportera om attityd- och beteendeförändringar och ibland på grund av otydlighet i HRBA-specifika rapporteringskrav.</p>



Resultat	<b>Resultat 2.14</b> Trots att nuvarande riktlinjer är flexibla finns det ofta en osäkerhet inom UM och bland partners om hur man ska anpassa HRBA till olika kontexter och när det finns andra mål som är oförenliga med HRBA. Detta är ett särskilt problem inom <i>triple nexus</i> -insatser, främst när de genomförs av civilsamhällesorganisationer.
Rekommendation 6	<b>UM och dess samarbetspartners bör göra fler och djupare analyser av maktrelationer, mänskliga rättigheter och do no harm-risker. För detta krävs tydligare riktlinjer, mer kapacitet för analytisk reflektion, samt rådgivning och coaching. Detta kan dels göras internt genom HRBA-relaterad omvärldsanalys och dels genom att undersöka möjligheter för outsourcing.</b> (se slutsatser 11, 12, 13, 18)
Slutsats 11	<b>Brist på uppföljning och strukturer för att säkerställa att åtaganden som görs i planer om hur HRBA ska tillämpas på ett kontextualiserat sätt hämmar HRBA-relaterade resultat och processer. Detta är kopplat till den överdrivna synen på HRBA som ett villkor som måste uppfyllas innan finansiering kan godkännas.</b> (se resultat 1.2, 2.5, 2.8, 2.9, 2.14)
Slutsats 12	<b>För att strategier och planer för utvecklingssamarbetet ska vara baserade på den rådande människorättssituationen och hantera risker för mänskliga rättigheter på ett effektivt sätt krävs noggranna bedömningar av mänskliga rättigheter, analyser av do no harm, konfliktanalyser och bredare politiska och ekonomiska analyser.</b> (se resultat 2.8, 2.9, 2.14, 3.2)
Slutsats 13	<b>Det framsteg som gjorts gentemot målsättningar om mänskliga rättigheter är framförallt kopplade till kritisk reflektion bland partners och inom UM om konsekvenserna av att tillämpas HRBA i olika sammanhang.</b> (se resultat 2.1)
Slutsats 18	<b>UM är underbemannat i förhållande till uppgiften att säkerställa tillämpningen av HRBA i genomförandet inom de olika samarbetsinstrumenten.</b> (se resultat 2.16, 2.17)
Resultat	<p><b>Resultat 1.2</b> HRBA integreras i en högre grad i rapporter än i planer, eftersom rapporter kan förväntas presentera belegg på uppnådda resultat. Sådana belegg kommer sannolikt att vara begränsade på grund av att insatsernas tidsramar är för korta för att uppnå mätbara förändringar i situationen för mänskliga rättigheter, och som kan tillskrivas Finlands bidrag.</p> <p><b>Resultat 2.1</b> HRBA-perspektiv är tydliga i bilateralt utvecklingssamarbete och landprogram. UM:s påverkansarbete gentemot multilaterala organisationer har fokuserat på jämställdhet och personer med funktionsvariationer och deras rättigheter. Inom multi-biinsatser har HRBA hanterats på ett heltäckande sätt. Uppföljningen av HRBA inom stödet till civilsamhällesorganisationer och insatser finansierade av Fonden för lokalt samarbete är otillräcklig. Integreringen av HRBA i det institutionella samarbetet och samarbetet med den privata sektorn är begränsad.</p> <p><b>Resultat 2.5</b> Inom samtliga samarbetsinstrument och modaliteter tillämpas HRBA till stor del som en del av en planeringsprocess och utgör inte en grundval för löpande rådgivning, uppföljning, och resultatrapportering. Kvalitetssäkringskommittén fungerar som en viktig grindvakt i planeringsstadiet men är inte utformad som en mekanism för att säkerställa att HRBA tillämpas i praktiken.</p> <p><b>Resultat 2.8</b> HRBA bör göra det möjligt för olika aktörer inom utvecklingssamarbetet att systematiskt arbeta med institutionella normer som påverkar mänskliga rättigheter. Denna potential förverkligas ofta inte på grund av svårigheter att göra (och tillämpa) bedömningar av mänskliga rättigheter och konflikter.</p> <p><b>Resultat 2.9</b> Partners beskriver inte tydligt hur HRBA bidrar till deras processer och resultat, ibland på grund av bristande förmåga att rapportera om attityd- och beteendeförändringar och ibland på grund av otydlighet i HRBA-specifika rapporteringskrav.</p> <p><b>Resultat 2.14</b> Trots att nuvarande riktlinjer är flexibla finns det ofta en osäkerhet inom UM och bland partners om hur man ska anpassa HRBA till olika kontexter och när det finns andra mål som är oförenliga med HRBA. Detta är ett särskilt problem inom <i>triple nexus</i>-insatser, främst när de genomförs av civilsamhällesorganisationer.</p> <p><b>Resultat 2.16</b> En meta-begränsning, som är kopplad till många av utmaningarna som beskrivs i denna utvärdering, är UM:s brist på personalresurser för att säkerställa att HRBA tillämpas.</p> <p><b>Resultat 2.17</b> Andra givare har stött på likartade utmaningar i genomförandet av HRBA. Vissa av deras lösningar kan tillämpas av Finland till en låg kostnad. Med tanke på UM:s begränsade resurser kan det bli svårt att genomföra mer omfattande förändringar.</p> <p><b>Resultat 3.2</b> Det är viktigt att göra omvärldsanalyser (konflikt, politisk ekonomi, <i>do no harm</i>, etc.) för att förstå risker för mänskliga rättigheter, särskilt i konfliktsammanhang. Vissa satsningar har gjorts på detta område, men de resurser som finns för att göra sådana analyser är fortfarande otillräckliga.</p>



Rekommendation 7	<b>UM bör acceptera att många insatser/partners sannolikt inte kommer att bli mer än "bara medvetna" och därför coacha och vägleda svagare partners om hur förbättringar kan uppnås inom den nivån.</b> (se slutsats 3, 10, 17)
Slutsats 3	<b>De framsteg som gjorts i tillämpningen av HRBA varierar mellan samarbetsinstrument och modaliteter. HRBA har operationaliserats inom samarbetsinstrument och modaliteter på en rad olika sätt, både vad gäller processer och resultat, in enlighet med riktlinjerna.</b> (se resultat 1.1, 1.2, 2.1, 2.3, 2.6, 2.7)
Slutsats 10	<b>Det finns en inneboende problematik i att dela upp HRBA i tre nivåer – medveten, progressiv och transformerande.</b> (se resultat 2.4, 2.7)
Slutsats 17	<b>Tydliga (men olika) framsteg i arbetet med att stärka riskhanteringen för mänskliga rättigheter har gjorts inom privatsektorinstrumenten, där säkerställande av respekten för mänskliga rättigheter inom kommersiella aktiviteter i linje med UNGP är kärnan i HRBA.</b> (se resultat 3.3)
Resultat	<p><b>Resultat 1.1</b> De planer som finns för HRBA är relativt ambitiösa och baseras på UM:s riktlinjer för HRBA. Även när <i>avsikter</i> är progressiva eller transformerande saknas det ofta en förklaring av de <i>processer</i> genom vilka dessa avsikter kommer att genomföras.</p> <p><b>Resultat 1.2</b> HRBA integreras i en högre grad i rapporter än i planer, eftersom rapporter kan förväntas presentera belegg på uppnådda resultat. Sådana belegg kommer sannolikt att vara begränsade på grund av att insatsernas tidsramar är för korta för att uppnå mätbara förändringar i situationen för mänskliga rättigheter, och som kan tillskrivas Finlands bidrag.</p> <p><b>Resultat 2.1</b> HRBA-perspektiv är tydliga i bilateralt utvecklingssamarbete och landprogram. UM:s påverkansarbete gentemot multilaterala organisationer har fokuserat på jämställdhet och personer med funktionsvariationer och deras rättigheter. Inom multi-biinsatser har HRBA hanterats på ett heltäckande sätt. Uppföljningen av HRBA inom stödet till civilsamhällesorganisationer och insatser finansierade av Fonden för lokalt samarbete är otillräcklig. Integreringen av HRBA i det institutionella samarbetet och samarbetet med den privata sektorn är begränsad.</p> <p><b>Resultat 2.3</b> Generellt sätt har insatserna, särskilt stödet till civilsamhällesorganisationer och genom Fonden för lokalt samarbete, bidragit till betydande resultat i fråga om rättighetsbärares kapacitet att utkräva ansvar och ta itu med diskriminering relaterad till jämställdhet och funktionsvariation. Fokuset på anlagsbärares kapacitet är inte riktigt lika stort. Öppenhet som grundläggande princip i HRBA får förvånansvärt lite uppmärksamhet.</p> <p><b>Resultat 2.4</b> De flesta partners som har kapacitet att tillämpa HRBA valdes ut för att de från början hade hög kapacitet. Stödet gjorde det möjligt för dem att göra mycket mer människorättsrelaterat arbete och tillämpa sin kompetens på detta område. Partners som var svaga i förhållande till HRBA kan ha stärkt kapaciteten att agera på ett medvetet sätt men har sällan blivit mer progressiva eller transformerande som aktörer.</p> <p><b>Resultat 2.6</b> Resultaten är inte enhetliga inom HRBA-nivåerna eftersom det kan finnas både transformerande och medvetna aspekter inom en och samma insats, vilket betyder att man kan ifrågasätta i vilken utsträckning de nivåer som föreslås i UM:s riktlinjer kan förväntas återspegla mångfalden av HRBA-resultat.</p> <p><b>Resultat 2.7</b> De olika HRBA-nivåerna som presenteras i UM:s riktlinjer kan vara användbara för att bibehålla ett övergripande fokus på mänskliga rättigheter, men det finns ett alltför stort fokus i planeringen på att uppnå högre nivåer inom HRBA, i stället för att uppmuntra anpassning och innovativa processer.</p> <p><b>Resultat 3.3</b> I enlighet med riktlinjerna för HRBA har HRBA inom privata sektorns insatser till stor del fokuserat på riskhantering av mänskliga rättigheter. Det finns företag som har varit banbrytare när det gäller att integrera rättsperspektivet i sin riskhantering, men också många företag som inte har uppmärksammat, analyserat eller följt upp risker på detta område.</p>



Rekommendation 8	<b>UM bör på ett grundligare sätt gallra och följa upp insatser för vilka riskanalys kopplad till mänskliga rättigheter saknas eller är bristfällig – eller när principer för mänskliga rättigheter inte uppmärksammas – inför beslut om stöd och under genomförandet (se slutsatser 12, 15, 17)</b>
Slutsats 12	<b>För att strategier och planer för utvecklingssamarbetet ska vara baserade på den rådande människorättssituationen och hantera risker för mänskliga rättigheter på ett effektivt sätt krävs noggranna bedömningar av mänskliga rättigheter, analyser av do no harm, konfliktanalyser och bredare politiska och ekonomiska analyser. (se resultat 2.8, 2.9, 2.14, 3.2)</b>
Slutsats 15	<b>Integrering av HRBA med riskhantering är ett “pågående projekt” med blandade resultat. Det finns en växande insikt om och förståelse för risker för mänskliga rättigheter, men nya riskhanteringsmetoder har inte testats tillräckligt för att man ska kunna avgöra hur relevanta de är för att stärka kopplingen till HRBA. (se resultat 3.1, 3.2)</b>
Slutsats 17	<b>Tydliga (men olika) framsteg i arbetet med att stärka riskhanteringen för mänskliga rättigheter har gjorts inom privatsektorinstrumenten, där säkerställande av respekten för mänskliga rättigheter inom kommersiella aktiviteter i linje med UNGP är kärnan i HRBA. (se resultat 3.3)</b>
Resultat	<p><b>Resultat 2.8</b> HRBA bör göra det möjligt för olika aktörer inom utvecklingssamarbetet att systematiskt arbeta med institutionella normer som påverkar mänskliga rättigheter. Denna potential förverkligas ofta inte på grund av svårigheter att göra (och tillämpa) bedömningar av mänskliga rättigheter och konflikter.</p> <p><b>Resultat 2.9</b> Partners beskriver inte tydligt hur HRBA bidrar till deras processer och resultat, ibland på grund av bristande förmåga att rapportera om attityd- och beteendeförändringar och ibland på grund av otydlighet i HRBA-specifika rapporteringskrav.</p> <p><b>Resultat 2.14</b> Trots att nuvarande riktlinjer är flexibla finns det ofta en osäkerhet inom UM och bland partners om hur man ska anpassa HRBA till olika kontexter och när det finns andra mål som är oförenliga med HRBA. Detta är ett särskilt problem inom <i>triple nexus</i>-insatser, främst när de genomförs av civilsamhällesorganisationer.</p> <p><b>Resultat 3.1</b> Det finns en begynnande förståelse för mänskliga rättigheter ur ett riskperspektiv, men de riskhanteringsmetoder som har tagits fram på senare tid har inte testats tillräckligt för att kunna avgöra hur relevanta de är. Samtidigt har partners en god förståelse för vilka effekter olika risker skulle kunna få, särskilt i medvetna kontexter, om HRBA skulle förbises.</p> <p><b>Resultat 3.2</b> Det är viktigt att göra omvärldsanalyser (konflikt, politisk ekonomi, <i>do no harm</i>, etc.) för att förstå risker för mänskliga rättigheter, särskilt i konfliktsammanhang. Vissa satsningar har gjorts på detta område, men de resurser som finns för att göra sådana analyser är fortfarande otillräckliga.</p> <p><b>Resultat 3.3</b> I enlighet med riktlinjerna för HRBA har HRBA inom privata sektorns insatser till stor del fokuserat på riskhantering av mänskliga rättigheter. Det finns företag som har varit banbrytare när det gäller att integrera rättsperspektivet i sin riskhantering, men också många företag som inte har uppmärksammat, analyserat eller följt upp risker på detta område.</p>



Rekommendation 9	<b>UM bör förse partners med expertrådgivning för att hjälpa dem att anpassa sina HRBA-insatser till olika delar av det internationella människorättssystemen. Fokus bör ligga på hur man använder samarbetsländerns åtaganden i förhållande till internationell och regional människorättslagstiftning och de rapporter som genereras av övervakningsmekanismer för mänskliga rättigheter.</b> (se slutsatser 14, 16)
Slutsats 14	<b>Insikt i och förståelse för regional och global människorättslagstiftning och övervakningsmekanismer anses inte alltid vara av central betydelse för HRBA, och tillämpas därför inte tillräckligt vid operationalisering av HRBA.</b> (se resultat 2.12)
Slutsats 16	<b>Risken att HRBA kan få en negativ påverkan på mänskliga rättigheter har inte uppmärksammats i någon högre utsträckning, vilket är förvånande med tanke på kravet att alla insatser ska bedömas från ett <i>do no harm</i>-perspektiv.</b> (se resultat 3.2, 3.4)
Resultat	<b>Resultat 2.12</b> Utvärderingen fann påfallande få exempel på direkt och systematisk tillämpning av internationell människorättslagstiftning och mekanismer för mänskliga rättigheter. Organisationer som arbetar med personer med funktionsvariation utgjorde delvis ett undantag då de tillämpar FN konventionen om rättigheter för personer med funktionsnedsättning. <b>Resultat 3.2</b> Det är viktigt att göra omvärldsanalyser (konflikt, politisk ekonomi, <i>do no harm</i> , etc.) för att förstå risker för mänskliga rättigheter, särskilt i konfliktsammanhang. Vissa satsningar har gjorts på detta område, men de resurser som finns för att göra sådana analyser är fortfarande otillräckliga. <b>Resultat 3.3</b> I enlighet med riktlinjerna för HRBA har HRBA inom privata sektorns insatser till stor del fokuserat på riskhantering av mänskliga rättigheter. Det finns företag som har varit banbrytare när det gäller att integrera rättsperspektivet i sin riskhantering, men också många företag som inte har uppmärksammat, analyserat eller följt upp risker på detta område.
Rekommendation 10	<b>En rad smärre justeringar bör göras i 2015 års HRBA-riktlinjer för att ge mer specifika råd angående tillämpningen av HRBA inom olika samarbetsinstrument och modaliteter och olika sammanhang.</b> (se slutsats 9)
Slutsats 9	<b>Användningen av riktlinjerna för HRBA och tillämpningen av de praktiska råd som UM:s kompetenta och engagerade personal har bidragit med har över tid resulterat i omfattande och väggrundande åtaganden kopplade till HRBA.</b> (se resultat 2.1)
Resultat	<b>Resultat 2.1</b> HRBA-perspektiv är tydliga i bilateralt utvecklingssamarbete och landprogram. UM:s påverkansarbete gentemot multilaterala organisationer har fokuserat på jämställdhet och personer med funktionsvariationer och deras rättigheter. Inom multi-biinsatser har HRBA hanterats på ett heltäckande sätt. Uppföljningen av HRBA inom stödet till civilsamhällesorganisationer och insatser finansierade av Fonden för lokalt samarbete är otillräcklig. Integreringen av HRBA i det institutionella samarbetet och samarbetet med den privata sektorn är begränsad.



Rekommendation 11	<b>UM bör höja sina förväntningar på partners uppföljning med särskilt fokus på långsiktiga resultat, processer och risker för mänskliga rättigheter.</b> (se slutsatserna 11, 12, 13, 15, 16)
Slutsats 11	<b>Brist på uppföljning och strukturer för att säkerställa att åtaganden som görs i planer om hur HRBA ska tillämpas på ett kontextualiserat sätt hämmar HRBA-relaterade resultat och processer. Detta är kopplat till den överdrivna synen på HRBA som ett villkor som måste uppfyllas innan finansiering kan godkännas.</b> (se resultat 1.2, 2.5, 2.8, 2.9, 2.14)
Slutsats 12	<b>För att strategier och planer för utvecklingssamarbetet ska vara baserade på den rådande människorättssituationen och hantera risker för mänskliga rättigheter på ett effektivt sätt krävs noggranna bedömningar av mänskliga rättigheter, analyser av <i>do no harm</i>, konfliktanalyser och bredare politiska och ekonomiska analyser.</b> (se resultat 2.8, 2.9, 2.14, 3.2)
Slutsats 13	<b>Det framsteg som gjorts gentemot målsättningar om mänskliga rättigheter är framförallt kopplade till kritisk reflektion bland partners och inom UM om konsekvenserna av att tillämpas HRBA i olika sammanhang.</b> (se resultat 2.1)
Slutsats 15	<b>Integrering av HRBA med riskhantering är ett "pågående projekt" med blandade resultat. Det finns en växande insikt om och förståelse för risker för mänskliga rättigheter, men nya riskhanteringsmetoder har inte testats tillräckligt för att man ska kunna avgöra hur relevanta de är för att stärka kopplingen till HRBA.</b> (se resultat 3.1, 3.2)
Slutsats 16	<b>Risken att HRBA kan få en negativ påverkan på mänskliga rättigheter har inte uppmärksamats i någon högre utsträckning, vilket är förvånande med tanke på kravet att alla insatser ska bedömas från ett <i>do no harm</i>-perspektiv.</b> (se resultat 3.2, 3.4)
Resultat	<p><b>Resultat 1.2</b> HRBA integreras i en högre grad i rapporter än i planer, eftersom rapporter kan förväntas presentera belegg på uppnådda resultat. Sådana belegg kommer sannolikt att vara begränsade på grund av att insatsernas tidsramar är för korta för att uppnå mätbara förändringar i situationen för mänskliga rättigheter, och som kan tillskrivas Finlands bidrag.</p> <p><b>Resultat 2.1</b> HRBA-perspektiv är tydliga i bilateralt utvecklingssamarbete och landprogram. UM:s påverkansarbete gentemot multilaterala organisationer har fokuserat på jämställdhet och personer med funktionsvariationer och deras rättigheter. Inom multi-biinsatser har HRBA hanterats på ett heltäckande sätt. Uppföljningen av HRBA inom stödet till civilsamhällesorganisationer och insatser finansierade av Fonden för lokalt samarbete är otillräcklig. Integreringen av HRBA i det institutionella samarbetet och samarbetet med den privata sektorn är begränsad.</p> <p><b>Resultat 2.5</b> Inom samtliga samarbetsinstrument och modaliteter tillämpas HRBA till stor del som en del av en planeringsprocess och utgör inte en grundval för löpande rådgivning, uppföljning, och resultatrapportering. Kvalitetssäkringskommittén fungerar som en viktig grundvakt i planeringsstadiet men är inte utformad som en mekanism för att säkerställa att HRBA tillämpas i praktiken.</p> <p><b>Resultat 2.8</b> HRBA bör göra det möjligt för olika aktörer inom utvecklingssamarbetet att systematiskt arbeta med institutionella normer som påverkar mänskliga rättigheter. Denna potential förverkligas ofta inte på grund av svårigheter att göra (och tillämpa) bedömningar av mänskliga rättigheter och konflikter.</p> <p><b>Resultat 2.9</b> Partners beskriver inte tydligt hur HRBA bidrar till deras processer och resultat, ibland på grund av bristande förmåga att rapportera om attityd- och beteendeförändringar och ibland på grund av otydlighet i HRBA-specifika rapporteringskrav.</p> <p><b>Resultat 2.14</b> Trots att nuvarande riktlinjer är flexibla finns det ofta en osäkerhet inom UM och bland partners om hur man ska anpassa HRBA till olika kontexter och när det finns andra mål som är oförenliga med HRBA. Detta är ett särskilt problem inom <i>triple nexus</i>-insatser, främst när de genomförs av civilsamhällesorganisationer.</p> <p><b>Resultat 3.1</b> Det finns en begynnande förståelse för mänskliga rättigheter ur ett riskperspektiv, men de riskhanteringsmetoder som har tagits fram på senare tid har inte testats tillräckligt för att kunna avgöra hur relevanta de är. Samtidigt har partners en god förståelse för vilka effekter olika risker skulle kunna få, särskilt i medvetna kontexter, om HRBA skulle förbises.</p> <p><b>Resultat 3.2</b> Det är viktigt att göra omvärldsanalyser (konflikt, politisk ekonomi, <i>do no harm</i>, etc.) för att förstå risker för mänskliga rättigheter, särskilt i konfliktsammanhang. Vissa satsningar har gjorts på detta område, men de resurser som finns för att göra sådana analyser är fortfarande otillräckliga.</p>



## Rekommendationer för enskilda samarbetsinstrument – strategiska och operativa

Rekommendation 12	När det gäller samarbete med civilsamhällesorganisationer och Fonden för lokalt samarbete rekommenderas att UM:s enhet för civilsamhället samt ambassader uppmuntrar partners som är svaga inom HRBA att lära av dem som är starkare, vilket t.ex. har skett inom det ömsesidiga stödet riktat mot personer med funktionsvariationer och Fingos arbete. (se slutsatser 4, 7)
Rekommendation 13	När det gäller institutionellt samarbete rekommenderas UM att fortsätta att stärka HRBA-integreringen och genomförandet på insatsnivå genom systematisk screening av projektdokument och rapporter, kapacitetsuppbyggnad och rådgivning till partnerinstitutioner och uppföljning på instrumentnivå. Tillräckligt med resurser bör avsättas för det nuvarande konsultstödet för att öka medvetenheten och kritisk reflektion relaterad till HRBA. (se slutsats 5, 11)
Rekommendation 14	När det gäller samarbete med den privata sektorn rekommenderas UM att fortsätta stärka den systematiska integreringen, genomförandet och uppföljningen av riskhanteringen för mänskliga rättigheter i alla privatsektorinstrument, i linje med UNGP. Förutom att planera insatser bör en ökad tonvikt läggas på uppföljning av risker för mänskliga rättigheter och deras hantering i den privata sektorns insatser och rapportering. (se slutsatser 6, 17)
Rekommendation 15	När det gäller multilateralt samarbete rekommenderas att UM fortsätter att framhålla HRBA i den strategiska dialogen med multilaterala institutioner, med särskild tonvikt på prioriterade områden. UM bör anvisa personal eller konsulter för att dra lärdomar av relativt framgångsrika insatser för att ytterligare stärka multilateral partners insatser för jämställdhet och personer med funktionsvariation, samt tillämpa dessa lärdomar på andra områden, till exempel i insatser för att stärka öppenheten bland ansvarsbärare. UM bör göra särskilda ansträngningar för att se till att denna dialog är kopplad till den evidensbas som genererats av multi-bi och annat stöd på landnivå, eller från tematiska insatser. (se slutsatser 5, 7)
Rekommendation 16	När det gäller landprogram och bilateralt samarbete rekommenderas att ambassader omdisponerar personalresurser från att hantera insatser till att istället använda uppföljning som en grund för lärande och agera mer som kunskapsnav för att definiera vad HRBA innebär inom hela landprogrammet, samt vilka konsekvenser de får för påverkansarbete på policynivå (se slutsatser 2, 3, 7, 16, 18)
Slutsatser	Se ovan, men även: <b>Slutsats 6: Den allt viktigare roll som privatsektorinstrument spelar i Finlands utvecklingssamarbete har inneburit en ökad betoning på företagens kapacitet och ansvar att tillämpa rättighetsbaserad <i>due diligence</i>.</b> (se resultat 2.1, 2.2, 2.4)
Resultat	Se ovan.



# Summary

Finland's foreign, security and development policies are anchored in commitments to human rights and their realisation. In the development policy and cooperation, this commitment is operationalised by applying a human rights-based approach (HRBA) to development. The Ministry for Foreign Affairs of Finland (MFA) defines HRBA as an approach where human rights, including and changes required for ensuring their respect, protection and fulfillment, are used as a basis for setting the objectives for development policy and cooperation. Specific attention is paid to people who are least able to enjoy these rights and to those responsible for their realisation. The processes of human rights-based development cooperation are guided by the human rights principles of equality and non-discrimination, participation and inclusion, accountability, and transparency (MFA 2015). The purpose of this evaluation is to inform the Ministry for Foreign Affairs of Finland on how a HRBA has been applied in development cooperation in support of the Ministry's human rights and development policies. Furthermore, the evaluation provides information for stepping up the implementation and effectiveness of the HRBA in Finland's different cooperation instruments and modalities. The temporal scope of the evaluation is based on funding decisions made during the period of 2019-2021.

## Key findings of the evaluation

Within the MFA and among partners, there is a strong sense of ownership of HRBA, along with a widespread recognition that it provides an essential moral compass for Finnish development cooperation. However, there is also considerable variation in how HRBA is understood across MFA and among partners. This is associated with ambiguity in how it is described in guidelines, plans and reports across the different cooperation instruments and modalities. Plans for HRBA are relatively ambitious and reflect partner intentions based on HRBA policies, which in turn reflect the elements in the MFA Guidance Note on HRBA. This document is widely recognised among Finnish partners as providing relevant and adaptable overall advice and direction for their application of HRBA.

The level of HRBA integration in reports is less extensive than in plans. Reported human rights-related results are limited, partially due to intervention timeframes being too short to achieve measurable change, particularly in HRBA-related attitudes and behaviours. Furthermore, the emphasis on different aspects of HRBA and the extent to which it is addressed in reporting vary with regard to different cooperation instruments and modalities. This can be seen to be positive in terms of demonstrating adaptiveness in management and indicates how HRBA does not imply fixed categories.

Across the cooperation instruments and modalities, effectiveness has been most apparent in the inclusive development of rights-holders' capacities and voices. There has been somewhat less focus on duty-bearers' capacities and their accountability. Little attention has been given to transparency. HRBA has led to identifiable results at the micro level, often focused on services for persons facing marginalisation, such as changing the perspectives of health service providers towards persons with disabilities and with responses to specific human rights abuses, such as forced evictions. However, this micro-focus frequently limits structural influence on duty-bearers and related wider, transformative outcomes.



Most partners that are strong in applying HRBA were selected because they were strong at the outset. The support they received enabled them to do much more human rights-related work and apply these strengths. However, these strong partners have not used MFA support to become more progressive or transformational. Partners that were weak in HRBA may have strengthened capacities to act in a sensitive manner but have rarely made significant progress towards progressive or transformative status.

The extent and types of achievements within cooperation instruments and within individual interventions do not consistently conform with the range of elements associated with the different HRBA levels. There may be both transformative and sensitive results within a given intervention. This raises questions about the extent to which the levels can be expected to reflect the diversity of HRBA processes. This finding challenges the way pathways for enhanced application of HRBA, as described in the theory of change, are operationalised. This implies a need to revisit linear interpretations of the change processes that many informants associate with the three levels. Ultimately, levels of HRBA provide a useful metric for maintaining an overall focus on HRBA results, but they have been overemphasised at the expense of encouraging adaptation and innovation. The MFA Guidance Note on HRBA nonetheless provides an essential ethical compass for Finnish development cooperation. Long-term partnerships and flexible funding also create space for finding new, innovative approaches to HRBA.

Across all the cooperation instruments and modalities, HRBA is largely applied as part of a planning process, assessing intentions, with limited MFA resources available for monitoring the application and results of HRBA. This is reflected in MFA's capacities to influence and assess implementation and also the extent to which partners are required to report on their HRBA results. The Quality Assurance Board acts as an essential gatekeeper at the planning stage but is not designed as a mechanism to ensure that HRBA is applied in practice. Currently, there is little follow-up from MFA and systems for monitoring and documenting HRBA results are weak. Lessons learnt from successful HRBA are thus not necessarily captured within the MFA and shared among partners. A meta-constraint, with implications for many of the other challenges described in this evaluation, is MFA's lack of human resources to monitor and assess progress. Other agencies have struggled with many of the same challenges as Finland in applying HRBA. Some of their solutions can be applied at little cost, such as the provision of consultancy or help desk services. Given the limited available resources at the MFA, more comprehensive solutions may be difficult to adopt.

There are, however, areas where greater attention has been applied to ensuring the application of HRBA in interventions. Country programmes provide a platform for the MFA and partners to undertake joint reflection and apply more comprehensive human rights assessments, conflict analyses and political economy analyses that anchor efforts in the local context. Civil society organisations (CSOs) and United Nations agencies often have their own processes to develop capacities for HRBA and undertake such analyses. In some instances, such as in disability interventions, they even have systems to share this experience with local partners as well as with sister CSOs in Finland and other UN agencies.

Integration of HRBA with risk management is at an early stage. Recognition and understanding of human rights risks are beginning to emerge, but recently developed risk management approaches have not been tested sufficiently to judge their relevance for linking more strongly with human rights perspectives. Risk awareness, particularly as related to conflict sensitivity, is mixed among partners, with some exhibiting solid analyses and others largely oblivious to human rights-related risks. An exception is risks related to sexual abuse, violence and harassment, where MFA pressures have



led to the widespread development of mechanisms to respond. More comprehensive analyses of the risks to rights-holders that may appear if human rights are not in focus are rare.

Working on contested human rights poses high demands on risk awareness and understanding what can be pursued in relation to HRBA in a given context. The MFA has selected CSO and multilateral partners working in headwinds (contested specific human rights/issues, e.g., abortion, sexuality education, rights of trans persons, and/or pushing for a human rights agenda in authoritarian contexts where it is difficult to talk about rights in general) and conflict that are particularly aware of these boundaries. However, there is generally uneven attention to the political economy and conflict analyses that should provide the basis for understanding and judging risks. Country programmes provide a forum for undertaking such analyses, but the lessons are not consistently mirrored in partners' plans and implementation. Most notably, risks related to engaging with duty-bearers of dubious or contested legitimacy (especially in conflict contexts, e.g., in Syria) are being confronted, but there are no easy answers about how to manage these risks. By contrast, human rights risk management is at the core of HRBA in the private sector instruments. There are forerunner companies that have systematically integrated the human rights perspective into their risk management, but also many companies that have not identified, analysed, and monitored their human rights risks.

Very few partners have considered whether HRBA could actually increase risks. This is reflected in what are usually superficial *do no harm* analyses that very rarely mention if and how drawing attention to human rights may have an impact on conflicts in particular.

The evaluation finds that the MFA has recognised that HRBA entails a systematic integration of human rights as a means to guide development cooperation and as an objective in development cooperation, i.e., respecting, protecting and fulfilling human rights. The evaluation has found that HRBA has become part of the 'DNA' of Finland's approach to development, which constitutes a striking and fundamental result. Consistent efforts have made HRBA a cornerstone in how Finland positions itself in the development community.

The evaluation has asked whether human rights are realised through development cooperation interventions as set out in international law and described in the MFA Guidance Note. Practices in the different cooperation instruments to empower rights-holders and enhance duty-bearers' accountability have led to progressive and transformative outcomes. Within the conditions of the different cooperation instruments, interventions can demonstrate what is possible and what societal gains can be achieved from HRBA. Finland's application of HRBA has sometimes led to a better human rights situation as an end goal. Human rights abuses have been prevented or reduced, for example, with regard to reducing gender-based violence. It has also contributed to a better understanding among rights-holders and duty-bearers of how the practice of HRBA lays the groundwork for the respect and fulfilment of human rights. One example of this is a partner's increased awareness of the implications of human rights in the design of forestry programmes. These two dimensions of results from HRBA are reflected in the effectiveness and added value of Finland's use of HRBA. They also indicate that the risk of failing to identify and address human rights issues can be managed by applying a human rights-based approach in Finland's development cooperation.

The diverse intentions of HRBA suggest a broad and loosely connected set of trajectories and opportunities to contribute to the realisation of human rights. Where Finland is strongest, i.e., in headwinds issues, managing conflict and putting disability rights on the agenda, results are strong, but there is insufficient learning from this experience across Finnish development cooperation.



A major weak point is the limited efforts to link rights claims to partner countries' legally binding human rights commitments in an explicit and informed manner. This is an element where Finland could be expected to be a leader, given the strong coherence between commitments to HRBA in development cooperation and human rights as the core of Finland's overall foreign policy. It is striking that awareness and application of formal human rights norms remain quite weak among many of the partners.

MFA partners need to integrate these norms and principles in their overall theories of change and have sufficient capacity and commitment to put the rights-based principles into practice throughout the full programme cycle. Our findings indicate that partners have strengthened their capacities considerably, but key components of the needed capacities are not yet in place. There are insufficient numbers of MFA staff who are confident in their HRBA skills, and there is a lack of HRBA-aware human resources among many of the partners.

The overall conclusions of this evaluation are:

1. HRBA has become solidly established within MFA and its partners as the most important common normative basis for Finland's development cooperation.
2. The effectiveness of partners' application of HRBA has been found to be related to both achievements, most notably an improved human rights situation for persons in marginalised situations, as well as process, i.e., how rights-based principles are practised within cooperation instruments and modalities.
3. Progress towards effective application of HRBA varies across the cooperation instruments and modalities. Cooperation instruments and modalities have operationalized HRBA in a range of ways that reflect both processes and outcomes, as framed in the Guidance Note.
4. Capacities of rights-holders in marginalised situations have been enhanced, with local CSOs providing a voice and supporting them to overcome discrimination and isolation.
5. Capacities of duty-bearers and their accountability have been somewhat enhanced.
6. The growing role of private sector instruments in Finland's development cooperation has implied an increasing emphasis on the capacities of funded companies as other responsible actors in human rights due diligence.
7. Civil society organisation (CSO) and Fund for Local Cooperation (FLC) interventions, as well as some multilateral and bilateral interventions, have enabled rights-holders and developed systems to promote accountability.
8. The HRBA principle of transparency has received strikingly little attention in Finnish development cooperation in general.
9. The use of the HRBA Guidance Note and the application of practical advice by skilled and committed MFA staff have generated and maintained broad and informed commitments to HRBA over time.
10. The underlying assumptions that HRBA can be characterised according to the defined levels of sensitive, progressive and transformative are inherently problematic.
11. A lack of monitoring and structures to ensure that claims made in plans for the application of contextualised HRBA are adhered to constrain HRBA outcomes and processes. This relates to relative over-emphasis on seeing HRBA as related to 'gatekeeping' before funding approval.



12. In order to base development cooperation policies and plans on the prevailing human rights context and to effectively manage risks to human rights, rigorous human rights assessments, *do no harm* analyses, and conflict and political economy analyses are needed.
13. Successful aspects of pursuing human rights aims can be primarily found in relation to critical reflection among partners and by MFA over the implications of applying HRBA in the contexts in which they work.
14. Awareness and understanding of regional and global human rights law and monitoring mechanisms are not consistently recognised as central to HRBA and, therefore, are not sufficiently applied when operationalising HRBA.
15. Integration of HRBA perspectives with risk management is a 'work in progress', with mixed results. Recognition and understanding of human rights risks are beginning to emerge, but new risk management approaches have not been tested sufficiently to judge their relevance for linking more strongly with human rights perspectives.
16. Risks of negative impacts on human rights due to HRBA application have not been in focus, which is surprising given that assessment of how to ensure that interventions do no harm is an explicit requirement for all interventions.
17. Clear (but different) progress in strengthening human rights risk management is made in private sector instruments, where ensuring respect for human rights in supported business activities in line with the UNGPs is at the core of HRBA.
18. The MFA is understaffed in relation to the task of ensuring the application of HRBA as part of implementation across the cooperation instruments.

## Key recommendations of the evaluation

The evaluation recommends reaffirming HRBA as a core principle guiding Finland's development cooperation. This should be reflected in the human rights outcomes pursued, as well as in the processes that MFA and its partners seek to put into place. HRBA should continue to be central to the 'DNA' of MFA and its partners.

Nonetheless, MFA should acknowledge that some partners are likely to remain at the sensitive level of HRBA, whereas others are steadily improving their capacities to act in a progressive and transformative manner. Support should reflect this, with encouragement to become better within a given level. MFA should also more strictly screen those that may not achieve sensitive status.

In order to enhance effectiveness, a broader approach to putting HRBA into practice is needed, i.e., moving beyond the current emphasis on a 'gatekeeper' function before funding is approved. This implies the need for strengthened capacities for human rights assessments, conflict and power analyses and *do no harm* assessments among partners and MFA, linked to systems for closer monitoring. It is recognised that MFA staff resources are likely to remain strained in the future, so suggestions are made for greater outsourcing to focus more on these tasks.

The twenty-four detailed findings, eighteen conclusions based on the findings and sixteen recommendations made to support the MFA in applying HRBA in development cooperation are presented in the table below.



# Table of key findings, conclusions and recommendations

## General recommendations for MFA in future application of HRBA

Recommendation 1	<b>HRBA should be reaffirmed as a core principle and continue to guide Finland's development cooperation in the future as a concrete expression of Finland's will and commitment to stand up for global human rights.</b> (see conclusions 1, 2, 7, 9)
Conclusion 1	<b>HRBA has become solidly established within MFA and its partners as the most important common normative basis for Finland's development cooperation.</b> (see findings 2.1, 2.2, 2.3, 2.7, 2.11, 2.15, 2.18)
Conclusion 2	<b>The effectiveness of partners' application of HRBA has been found to be related to both achievements, most notably an improved human rights situation for persons in marginalised situations, as well as process, i.e., how rights-based principles are practised within cooperation instruments and modalities.</b> (see findings 1.1, 2.7)
Conclusion 7	<b>CSO and FLC interventions, as well as some multilateral and bilateral interventions, have enabled rights-holders and developed systems to promote accountability.</b> (see findings 2.3, 2.18)
Conclusion 9	<b>The use of the HRBA Guidance Note and the application of practical advice by skilled and committed MFA staff have generated and maintained broad and informed commitments to HRBA over time.</b> (see finding 2.1)
Related findings	<p><b>Finding 1.1</b> Plans for HRBA are relatively ambitious and reflect the elements in the MFA guidance note on HRBA. Even where <i>intentions</i> are progressive or transformational, there is often a lack of explanation about the <i>processes</i> through which these intentions will be ensured.</p> <p><b>Finding 2.1</b> HRBA perspectives are strong in bilateral and country programming. MFA's influence on multilateral partner organisations has focused on gender equality and the rights of persons with disabilities, with HRBA comprehensively addressed in multi-bi interventions. Follow-up on HRBA in CSO and FLC interventions is not well developed. The integration of HRBA into ICI and PSI interventions is limited.</p> <p><b>Finding 2.2</b> The MFA Guidance Note provides an essential ethical compass that has effectively guided Finnish development cooperation to significant achievements. Long-term partnerships and flexible funding create space for finding new, innovative approaches to enhancing respect for human rights.</p> <p><b>Finding 2.3</b> Interventions in general, particularly through CSO and FLC cooperation instruments, have achieved considerable results regarding rights-holder capacities to demand accountability and to address discrimination related to gender and disability. Attention to duty-bearer capacities is somewhat weaker. Transparency receives strikingly little attention.</p> <p><b>Finding 2.7</b> The designated levels of HRBA from the Guidance Note may provide a useful metric for maintaining an overall focus on human rights results, but the tendency in planning processes to focus on attaining higher levels has been overemphasised at the expense of encouraging adaptative and innovative processes.</p> <p><b>Finding 2.11</b> Innovation is happening as partners adapt to changing circumstances. These processes are incremental and rely on MFA acceptance of iterative approaches over time.</p> <p><b>Finding 2.15</b> Pragmatism in Finland's application of HRBA is important for partners to work within their individual capacities, but this flexibility may encourage them to overlook the structural changes needed to impact human rights.</p> <p><b>Finding 2.18</b> Finland has its own good practice examples of systemic attention to HRBA that could be used for wider reflection and application among development partners.</p>



Recommendation 2	<b>To ensure that the recognised values of HRBA are visible and measurable, MFA should ensure that partners both assess the human rights <i>outcomes</i> and, explain the HRBA <i>processes</i> of their work and apply lessons thus learnt.</b> (see conclusions 2, 9)
Conclusion 2	<b>The effectiveness of partners' application of HRBA has been found to be related to both achievements, most notably an improved human rights situation for persons in marginalised situations, as well as process, i.e., how rights-based principles are practised within cooperation instruments and modalities.</b> (see findings 1.1, 2.7)
Conclusion 9	<b>The use of the HRBA Guidance Note and the application of practical advice by skilled and committed MFA staff have generated and maintained broad and informed commitments to HRBA over time.</b> (see finding 2.1)
Related findings	<p><b>Finding 1.1</b> Plans for HRBA are relatively ambitious and reflect the elements in the MFA guidance note on HRBA. Even where <i>intentions</i> are progressive or transformational, there is often a lack of explanation about the <i>processes</i> through which these intentions will be ensured.</p> <p><b>Finding 2.1</b> HRBA perspectives are strong in bilateral and country programming. MFA's influence on multilateral partner organisations has focused on gender equality and the rights of persons with disabilities, with HRBA comprehensively addressed in multi-bi interventions. Follow-up on HRBA in CSO and FLC interventions is not well developed. The integration of HRBA into ICI and PSI interventions is limited.</p> <p><b>Finding 2.7</b> The designated levels of HRBA from the Guidance Note may provide a useful metric for maintaining an overall focus on human rights results, but the tendency in planning processes to focus on attaining higher levels has been overemphasised at the expense of encouraging adaptative and innovative processes.</p>
Recommendation 3	<b>Finland's human rights and HRBA policies should continue to reflect and build upon the established processes that have made HRBA central to the 'DNA' of development cooperation partnerships. This includes commitments to position Finland as a normative leader in human rights within the development community by being explicit in engagements with partners about how human rights values are to be operationalised. This includes demonstrating how human rights have become a point of departure for Finland's engagements to host governments and multilateral institutions.</b> (see conclusions 1, 4, 5, 7, 8)
Conclusion 1	<b>HRBA has become solidly established within MFA and its partners as the most important common normative basis for Finland's development cooperation.</b> (see findings 2.1, 2.2, 2.3, 2.7, 2.11, 2.15, 2.18)
Conclusion 4	<b>Capacities of rights-holders in marginalised situations have been enhanced, with local CSOs providing a voice and supporting them to overcome discrimination and isolation.</b> (see findings 2.1, 2.3, 2.10, 2.13)
Conclusion 5	<b>Capacities of duty-bearers and their accountability have been somewhat enhanced.</b> (see findings 2.1, 2.3)
Conclusion 7	<b>CSO and FLC interventions, as well as some multilateral and bilateral interventions, have enabled rights-holders and developed systems to promote accountability.</b> (see findings 2.3, 2.18)
Conclusion 8	<b>The HRBA principle of transparency has received strikingly little attention in Finnish development cooperation in general.</b> (see findings 2.2, 3.3)
Related findings	<p><b>Finding 2.1</b> HRBA perspectives are strong in bilateral and country programming. MFA's influence on multilateral partner organisations has focused on gender equality and the rights of persons with disabilities, with HRBA comprehensively addressed in multi-bi interventions. Follow-up on HRBA in CSO and FLC interventions is not well developed. The integration of HRBA into ICI and PSI interventions is limited.</p> <p><b>Finding 2.2</b> The MFA Guidance Note provides an essential ethical compass that has effectively guided Finnish development cooperation to significant achievements. Long-term partnerships and flexible funding create space for finding new, innovative approaches to enhancing respect for human rights.</p> <p><b>Finding 2.3</b> Interventions in general, particularly through CSO and FLC cooperation instruments, have achieved considerable results regarding rights-holder capacities to demand accountability and to address discrimination related to gender and disability. Attention to duty-bearer capacities is somewhat weaker. Transparency receives strikingly little attention.</p>



<p>Related findings</p>	<p><b>Finding 2.7</b> The designated levels of HRBA from the Guidance Note may provide a useful metric for maintaining an overall focus on human rights results, but the tendency in planning processes to focus on attaining higher levels has been overemphasised at the expense of encouraging adaptative and innovative processes.</p> <p><b>Finding 2.10</b> HRBA has gained traction in conjunction with related commitments to cross-cutting objectives, even though there is limited understanding of the differences and relationship between the two.</p> <p><b>Finding 2.11</b> Innovation is happening as partners adapt to changing circumstances. These processes are incremental and rely on MFA acceptance of iterative approaches over time.</p> <p><b>Finding 2.13</b> HRBA-sensitive service provision is more predominant than progressive/transformational advocacy and engagement with duty-bearers. Particularly within the FLC and CSO cooperation instruments and modalities, this reflects the nature and roles of small local partners and the demands of their constituents, as well as the prevalence of humanitarian and needs-based approaches.</p> <p><b>Finding 2.15</b> Pragmatism in Finland's application of HRBA is important for partners to work within their individual capacities, but this flexibility may encourage them to overlook the structural changes needed to impact human rights.</p> <p><b>Finding 2.18</b> Finland has its own good practice examples of systemic attention to HRBA that could be used for wider reflection and application among development partners.</p> <p><b>Finding 3.3</b> In line with the HRBA Guidance Note, in private sector interventions, the HRBA has largely focused on human rights risk management. There are forerunner companies that have systematically integrated the human rights perspective into their risk management, but also many companies that have not identified, analysed and monitored their human rights risks.</p>
<p>Recommendation 4</p>	<p><b>The emphasis in MFA's practical promotion of HRBA should shift beyond the current 'gatekeeping' function to also provide incentives (resources) and regulations (reporting requirements) to encourage partners to undertake deeper human rights analyses and to monitor how these analyses are guiding implementation.</b> (see conclusions 10, 11)</p>
<p>Conclusion 10</p>	<p><b>Conclusion 10: The underlying assumptions that HRBA can be characterised according to the defined levels of sensitive, progressive and transformative are inherently problematic.</b> (see findings 2.4, 2.7)</p>
<p>Conclusion 11</p>	<p><b>Conclusion 11: A lack of monitoring and structures to ensure that claims made in plans for the application of contextualised HRBA are adhered to constrain HRBA outcomes and processes. This relates to relative over-emphasis on seeing HRBA as related to 'gatekeeping' before funding approval.</b> (see findings 1.2, 2.5, 2.8, 2.9, 2.14)</p>
<p>Related findings</p>	<p><b>Finding 1.2</b> The level of HRBA integration in reports is lower than in plans, as reporting can be expected to emphasise available evidence of results achieved. Such evidence is likely to be limited due to intervention timeframes being too short to achieve measurable and attributable influence on human rights.</p> <p><b>Finding 2.4</b> Most partners that are strong in HRBA have been selected because they were already strong. The support they received enabled them to do much more human rights-related work and apply these strengths. Partners that were weak in HRBA may have strengthened capacities to act in a sensitive manner but have rarely made significant progress towards progressive or transformative status.</p> <p><b>Finding 2.5</b> Across all the cooperation instruments and modalities, HRBA is primarily applied by the MFA as part of a (planning) process rather than constituting a structure to provide ongoing advice, monitor implementation processes and report on results. The Quality Assurance Board acts as an essential gatekeeper but is not a mechanism to ensure that HRBA is applied in practice.</p> <p><b>Finding 2.7</b> The designated levels of HRBA from the Guidance Note may provide a useful metric for maintaining an overall focus on human rights results, but the tendency in planning processes to focus on attaining higher levels has been overemphasised at the expense of encouraging adaptative and innovative processes.</p> <p><b>Finding 2.8</b> HRBA should enable development actors to systematically address institutional norms that influence human rights achievements. This potential is often not realised because of difficulties encountered in undertaking (and applying) human rights and conflict assessments.</p> <p><b>Finding 2.9</b> Partners are not clearly articulating how HRBA contributes to their processes and results, sometimes due to a lack of skills in reporting on attitude and behaviour changes and sometimes due to a lack of clarity in HRBA-specific reporting requirements.</p> <p><b>Finding 2.14</b> Despite the flexibility of current guidance, the diversity of contexts and the complexity of responding to divergent goals have meant that there is often uncertainty within the MFA and among partners regarding how to tailor HRBA to their circumstances. This is a particular concern within triple nexus interventions, primarily when implemented by CSOs.</p>



<p>Recommendation 5</p>	<p><b>The emphasis of the Quality Assurance Board, Senior Advisers on Development Policy, as well as MFA staff managing interventions within country programmes, should shift to also include explicitly tasking embassy staff to undertake longitudinal dialogue on human rights achievements and risks. The HRBA levels would be used as a tool for reflection with partners over the course of implementation, rather than primarily being seen as a definitive judgement before funding approval. (see conclusions 10, 11, 13)</b></p>
<p>Conclusion 10</p>	<p><b>The underlying assumptions that HRBA can be characterised according to the defined levels of sensitive, progressive and transformative are inherently problematic. (see findings 2.4, 2.7)</b></p>
<p>Conclusion 11</p>	<p><b>A lack of monitoring and structures to ensure that claims made in plans for the application of contextualised HRBA are adhered to constrain HRBA outcomes and processes. This relates to relative over-emphasis on seeing HRBA as related to ‘gatekeeping’ before funding approval. (see findings 1.2, 2.5, 2.8, 2.9, 2.14)</b></p>
<p>Conclusion 13</p>	<p><b>Successful aspects of pursuing human rights aims can be primarily found in relation to critical reflection among partners and by MFA over the implications of applying HRBA in the contexts in which they work. (see finding 2.1)</b></p>
<p>Related findings</p>	<p><b>Finding 1.2</b> The level of HRBA integration in reports is lower than in plans, as reporting can be expected to emphasise available evidence of results achieved. Such evidence is likely to be limited due to intervention timeframes being too short to achieve measurable and attributable influence on human rights.</p> <p><b>Finding 2.1</b> HRBA perspectives are strong in bilateral and country programming. MFA's influence on multilateral partner organisations has focused on gender equality and the rights of persons with disabilities, with HRBA comprehensively addressed in multi-bi interventions. Follow-up on HRBA in CSO and FLC interventions is not well developed. The integration of HRBA into ICI and PSI interventions is limited.</p> <p><b>Finding 2.4</b> Most partners that are strong in HRBA have been selected because they were already strong. The support they received enabled them to do much more human rights-related work and apply these strengths. Partners that were weak in HRBA may have strengthened capacities to act in a sensitive manner but have rarely made significant progress towards progressive or transformative status.</p> <p><b>Finding 2.5</b> Across all the cooperation instruments and modalities, HRBA is primarily applied by the MFA as part of a (planning) process rather than constituting a structure to provide ongoing advice, monitor implementation processes and report on results. The Quality Assurance Board acts as an essential gatekeeper but is not a mechanism to ensure that HRBA is applied in practice.</p> <p><b>Finding 2.7</b> The designated levels of HRBA from the Guidance Note may provide a useful metric for maintaining an overall focus on human rights results, but the tendency in planning processes to focus on attaining higher levels has been overemphasised at the expense of encouraging adaptive and innovative processes.</p> <p><b>Finding 2.8</b> HRBA should enable development actors to systematically address institutional norms that influence human rights achievements. This potential is often not realised because of difficulties encountered in undertaking (and applying) human rights and conflict assessments.</p> <p><b>Finding 2.9</b> Partners are not clearly articulating how HRBA contributes to their processes and results, sometimes due to a lack of skills in reporting on attitude and behaviour changes and sometimes due to a lack of clarity in HRBA-specific reporting requirements.</p> <p><b>Finding 2.14</b> Despite the flexibility of current guidance, the diversity of contexts and the complexity of responding to divergent goals have meant that there is often uncertainty within the MFA and among partners regarding how to tailor HRBA to their circumstances. This is a particular concern within triple nexus interventions, primarily when implemented by CSOs.</p>



Recommendation 6	<b>MFA and its partners should undertake more and deeper analyses of power relations, human rights contexts and risks of doing harm. This should be pursued by strengthening guidance tools and investing in analytical reflection capacities supported by advice and coaching. Some aspects can be done internally by investing in HRBA-related contextual analysis and partly by exploring outsourcing opportunities.</b> (see conclusions 11, 12, 13, 18)
Conclusion 11	<b>A lack of monitoring and structures to ensure that claims made in plans for the application of contextualised HRBA are adhered to constrain HRBA outcomes and processes. This relates to relative over-emphasis on seeing HRBA as related to ‘gatekeeping’ before funding approval.</b> (see findings 1.2, 2.5, 2.8, 2.9, 2.14)
Conclusion 12	<b>In order to base development cooperation policies and plans on the prevailing human rights context and to effectively manage risks to human rights, rigorous human rights assessments, <i>do no harm</i> analyses, and conflict and political economy analyses are needed.</b> (see findings 2.8, 2.9, 2.14, 3.2)
Conclusion 13	<b>Successful aspects of pursuing human rights aims can be primarily found in relation to critical reflection among partners and by MFA over the implications of applying HRBA in the contexts in which they work.</b> (see finding 2.1)
Conclusion 18	<b>The MFA is understaffed in relation to the task of ensuring the application of HRBA as part of implementation across the cooperation instruments.</b> (see findings 2.16, 2.17)
Related findings	<p><b>Finding 1.2</b> The level of HRBA integration in reports is lower than in plans, as reporting can be expected to emphasise available evidence of results achieved. Such evidence is likely to be limited due to intervention timeframes being too short to achieve measurable and attributable influence on human rights.</p> <p><b>Finding 2.1</b> HRBA perspectives are strong in bilateral and country programming. MFA’s influence on multilateral partner organisations has focused on gender equality and the rights of persons with disabilities, with HRBA comprehensively addressed in multi-bi interventions. Follow-up on HRBA in CSO and FLC interventions is not well developed. The integration of HRBA into ICI and PSI interventions is limited.</p> <p><b>Finding 2.5</b> Across all the cooperation instruments and modalities, HRBA is primarily applied by the MFA as part of a (planning) process rather than constituting a structure to provide ongoing advice, monitor implementation processes and report on results. The Quality Assurance Board acts as an essential gatekeeper but is not a mechanism to ensure that HRBA is applied in practice.</p> <p><b>Finding 2.8</b> HRBA should enable development actors to systematically address institutional norms that influence human rights achievements. This potential is often not realised because of difficulties encountered in undertaking (and applying) human rights and conflict assessments.</p> <p><b>Finding 2.9</b> Partners are not clearly articulating how HRBA contributes to their processes and results, sometimes due to a lack of skills in reporting on attitude and behaviour changes and sometimes due to a lack of clarity in HRBA-specific reporting requirements.</p> <p><b>Finding 2.14</b> Despite the flexibility of current guidance, the diversity of contexts and the complexity of responding to divergent goals have meant that there is often uncertainty within the MFA and among partners regarding how to tailor HRBA to their circumstances. This is a particular concern within triple nexus interventions, primarily when implemented by CSOs.</p> <p><b>Finding 2.16</b> A meta-constraint, with implications for many of the other challenges described in this evaluation, is the insufficient human resources at MFA for ensuring the application of HRBA.</p> <p><b>Finding 2.17</b> Other development partners have struggled with many of the same challenges as Finland in applying HRBA. While some of their solutions can be applied at little or no cost, other solutions may be difficult to adopt, given the available resources at the MFA.</p> <p><b>Finding 3.2</b> Particularly in conflict contexts, an understanding of risks to human rights needs to be anchored in contextual analyses (conflict, political economy, do no harm, etc.). Some progress has been achieved, but investments in capacities to undertake these analyses remain insufficient.</p>



Recommendation 7	<b>MFA should accept that many interventions/partners are unlikely to become more than 'just sensitive' and, therefore, coach and advise weaker partners on how to achieve improvements within that category.</b> (see conclusion 3, 10, 17)
Conclusion 3	<b>Progress towards effective application of HRBA varies across the cooperation instruments and modalities. Cooperation instruments and modalities have operationalized HRBA in a range of ways that reflect both processes and outcomes, as framed in the Guidance Note.</b> (see findings 1.1, 1.2, 2.1, 2.3, 2.6, 2.7)
Conclusion 10	<b>The underlying assumptions that HRBA can be characterised according to the defined levels of sensitive, progressive and transformative are inherently problematic.</b> (see findings 2.4, 2.7)
Conclusion 17	<b>Clear (but different) progress in strengthening human rights risk management is made in private sector instruments, where ensuring respect for human rights in supported business activities in line with the UNGPs is at the core of HRBA.</b> (see finding 3.3)
Related findings	<p><b>Finding 1.1</b> Plans for HRBA are relatively ambitious and reflect the elements in the MFA guidance note on HRBA. Even where <i>intentions</i> are progressive or transformational, there is often a lack of explanation about the <i>processes</i> through which these intentions will be ensured.</p> <p><b>Finding 1.2</b> The level of HRBA integration in reports is lower than in plans, as reporting can be expected to emphasise available evidence of results achieved. Such evidence is likely to be limited due to intervention timeframes being too short to achieve measurable and attributable influence on human rights.</p> <p><b>Finding 2.1</b> HRBA perspectives are strong in bilateral and country programming. MFA's influence on multilateral partner organisations has focused on gender equality and the rights of persons with disabilities, with HRBA comprehensively addressed in multi-bi interventions. Follow-up on HRBA in CSO and FLC interventions is not well developed. The integration of HRBA into ICI and PSI interventions is limited.</p> <p><b>Finding 2.3</b> Interventions in general, particularly through CSO and FLC cooperation instruments, have achieved considerable results regarding rights-holder capacities to demand accountability and to address discrimination related to gender and disability. Attention to duty-bearer capacities is somewhat weaker. Transparency receives strikingly little attention.</p> <p><b>Finding 2.4</b> Most partners that are strong in HRBA have been selected because they were already strong. The support they received enabled them to do much more human rights-related work and apply these strengths. Partners that were weak in HRBA may have strengthened capacities to act in a sensitive manner but have rarely made significant progress towards progressive or transformative status.</p> <p><b>Finding 2.6</b> Achievements are not uniform within the HRBA levels as there may be both transformative and sensitive aspects within a given intervention, which raises questions about the extent to which the summary levels proposed in the MFA Guidance Note can be expected to reflect the diversity of HRBA results.</p> <p><b>Finding 2.7</b> The designated levels of HRBA from the Guidance Note may provide a useful metric for maintaining an overall focus on human rights results, but the tendency in planning processes to focus on attaining higher levels has been overemphasised at the expense of encouraging adaptive and innovative processes.</p> <p><b>Finding 3.3</b> In line with the HRBA Guidance Note, in private sector interventions, the HRBA has largely focused on human rights risk management. There are forerunner companies that have systematically integrated the human rights perspective into their risk management, but also many companies that have not identified, analysed and monitored their human rights risks.</p>



Recommendation 8	<b>MFA should undertake stricter screening and monitoring of interventions with weak or missing human rights risk analysis and attention to human rights principles before approval and during implementation</b> (see conclusion 12, 15, 17)
Conclusion 12	<b>In order to base development cooperation policies and plans on the prevailing human rights context and to effectively manage risks to human rights, rigorous human rights assessments, <i>do no harm</i> analyses, and conflict and political economy analyses are needed.</b> (see findings 2.8, 2.9, 2.14, 3.2)
Conclusion 15	<b>Integration of HRBA perspectives with risk management is a ‘work in progress’, with mixed results. Recognition and understanding of human rights risks are beginning to emerge, but new risk management approaches have not been tested sufficiently to judge their relevance for linking more strongly with human rights perspectives.</b> (see findings 3.1, 3.2)
Conclusion 17	<b>Clear (but different) progress in strengthening human rights risk management is made in private sector instruments, where ensuring respect for human rights in supported business activities in line with the UNGPs is at the core of HRBA.</b> (see finding 3.3)
Related findings	<p><b>Finding 2.8</b> HRBA should enable development actors to systematically address institutional norms that influence human rights achievements. This potential is often not realised because of difficulties encountered in undertaking (and applying) human rights and conflict assessments.</p> <p><b>Finding 2.9</b> Partners are not clearly articulating how HRBA contributes to their processes and results, sometimes due to a lack of skills in reporting on attitude and behaviour changes and sometimes due to a lack of clarity in HRBA-specific reporting requirements.</p> <p><b>Finding 2.14</b> Despite the flexibility of current guidance, the diversity of contexts and the complexity of responding to divergent goals have meant that there is often uncertainty within the MFA and among partners regarding how to tailor HRBA to their circumstances. This is a particular concern within triple nexus interventions, primarily when implemented by CSOs.</p> <p><b>Finding 3.1</b> Recognition and understanding of human rights risks are beginning to emerge, but new risk management approaches have not been tested sufficiently to judge their relevance. Nonetheless, particularly in sensitive contexts, partners apply their intrinsic awareness of the implications of risks in their work if HRBA was to be overlooked.</p> <p><b>Finding 3.2</b> Particularly in conflict contexts, an understanding of risks to human rights needs to be anchored in contextual analyses (conflict, political economy, do no harm, etc.). Some progress has been achieved, but investments in capacities to undertake these analyses remain insufficient.</p> <p><b>Finding 3.3</b> In line with the HRBA Guidance Note, in private sector interventions, the HRBA has largely focused on human rights risk management. There are forerunner companies that have systematically integrated the human rights perspective into their risk management, but also many companies that have not identified, analysed and monitored their human rights risks.</p>
Recommendation 9	<b>MFA should mobilise specialised advice to assist partners in aligning their HRBA efforts with relevant components of the international human rights systems. This should emphasise how to use partner country governments’ commitments under international and regional human rights law and the outputs of human rights monitoring mechanisms.</b> (see conclusions 14, 16)
Conclusion 14	<b>Awareness and understanding of regional and global human rights law and monitoring mechanisms are not consistently recognised as central to HRBA and, therefore, are not sufficiently applied when operationalising HRBA.</b> (see finding 2.12)
Conclusion 16	<b>Risks of negative impacts on human rights due to HRBA application have not been in focus, which is surprising given that assessment of how to ensure that interventions <i>do no harm</i> is an explicit requirement for all interventions.</b> (see findings 3.2, 3.4)
Related findings	<p><b>Finding 2.12</b> Strikingly few examples were encountered of international human rights law being applied and of human rights mechanisms being used in an explicit and systematic manner. A partial exception to this gap in the application of HRBA was noted with disability organisations applying CRPD.</p> <p><b>Finding 3.2</b> Particularly in conflict contexts, an understanding of risks to human rights needs to be anchored in contextual analyses (conflict, political economy, do no harm, etc.). Some progress has been achieved, but investments in capacities to undertake these analyses remain insufficient.</p> <p><b>Finding 3.3</b> In line with the HRBA Guidance Note, in private sector interventions, the HRBA has largely focused on human rights risk management. There are forerunner companies that have systematically integrated the human rights perspective into their risk management, but also many companies that have not identified, analysed and monitored their human rights risks.</p>



Recommendation 10	<b>A range of modest adjustments should be made to the 2015 HRBA Guidance Note to provide more specificity related to the application in different cooperation instruments and modalities and different contexts.</b> (see conclusion 9)
Conclusion 9	<b>The use of the HRBA Guidance Note and the application of practical advice by skilled and committed MFA staff have generated and maintained broad and informed commitments to HRBA over time.</b> (see finding 2.1)
Related findings	<b>Finding 2.1</b> HRBA perspectives are strong in bilateral and country programming. MFA's influence on multilateral partner organisations has focused on gender equality and the rights of persons with disabilities, with HRBA comprehensively addressed in multi-bi interventions. Follow-up on HRBA in CSO and FLC interventions is not well developed. The integration of HRBA into ICI and PSI interventions is limited.
Recommendation 11	<b>MFA should raise its expectations regarding partner monitoring with a particular focus on strategic human rights outcomes, processes, and risks.</b> (see conclusions 11, 12, 13, 15, 16)
Conclusion 11	<b>A lack of monitoring and structures to ensure that claims made in plans for the application of contextualised HRBA are adhered to constrain HRBA outcomes and processes. This relates to relative over-emphasis on seeing HRBA as related to 'gatekeeping' before funding approval.</b> (see findings 1.2, 2.5, 2.8, 2.9, 2.14)
Conclusion 12	<b>In order to base development cooperation policies and plans on the prevailing human rights context and to effectively manage risks to human rights, rigorous human rights assessments, <i>do no harm</i> analyses, and conflict and political economy analyses are needed.</b> (see findings 2.8, 2.9, 2.14, 3.2)
Conclusion 13	<b>Successful aspects of pursuing human rights aims can be primarily found in relation to critical reflection among partners and by MFA over the implications of applying HRBA in the contexts in which they work.</b> (see finding 2.1)
Conclusion 15	<b>Integration of HRBA perspectives with risk management is a 'work in progress', with mixed results. Recognition and understanding of human rights risks are beginning to emerge, but new risk management approaches have not been tested sufficiently to judge their relevance for linking more strongly with human rights perspectives.</b> (see findings 3.1, 3.2)
Conclusion 16	<b>Risks of negative impacts on human rights due to HRBA application have not been in focus, which is surprising given that assessment of how to ensure that interventions <i>do no harm</i> is an explicit requirement for all interventions.</b> (see findings 3.2, 3.4)
Related findings	<p><b>Finding 1.2</b> The level of HRBA integration in reports is lower than in plans, as reporting can be expected to emphasise available evidence of results achieved. Such evidence is likely to be limited due to intervention timeframes being too short to achieve measurable and attributable influence on human rights.</p> <p><b>Finding 2.1</b> HRBA perspectives are strong in bilateral and country programming. MFA's influence on multilateral partner organisations has focused on gender equality and the rights of persons with disabilities, with HRBA comprehensively addressed in multi-bi interventions. Follow-up on HRBA in CSO and FLC interventions is not well developed. The integration of HRBA into ICI and PSI interventions is limited.</p> <p><b>Finding 2.5</b> Across all the cooperation instruments and modalities, HRBA is primarily applied by the MFA as part of a (planning) process rather than constituting a structure to provide ongoing advice, monitor implementation processes and report on results. The Quality Assurance Board acts as an essential gatekeeper but is not a mechanism to ensure that HRBA is applied in practice.</p> <p><b>Finding 2.8</b> HRBA should enable development actors to systematically address institutional norms that influence human rights achievements. This potential is often not realised because of difficulties encountered in undertaking (and applying) human rights and conflict assessments.</p> <p><b>Finding 2.9</b> Partners are not clearly articulating how HRBA contributes to their processes and results, sometimes due to a lack of skills in reporting on attitude and behaviour changes and sometimes due to a lack of clarity in HRBA-specific reporting requirements.</p> <p><b>Finding 2.14</b> Despite the flexibility of current guidance, the diversity of contexts and the complexity of responding to divergent goals have meant that there is often uncertainty within the MFA and among partners regarding how to tailor HRBA to their circumstances. This is a particular concern within triple nexus interventions, primarily when implemented by CSOs.</p>



Related findings	<p><b>Finding 3.1</b> Recognition and understanding of human rights risks are beginning to emerge, but new risk management approaches have not been tested sufficiently to judge their relevance. Nonetheless, particularly in sensitive contexts, partners apply their intrinsic awareness of the implications of risks in their work if HRBA was to be overlooked.</p> <p><b>Finding 3.2</b> Particularly in conflict contexts, an understanding of risks to human rights needs to be anchored in contextual analyses (conflict, political economy, do no harm, etc.). Some progress has been achieved, but investments in capacities to undertake these analyses remain insufficient.</p>
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### Recommendations for individual cooperation instruments - strategic and operational

Recommendation 12	<b>Regarding CSO and FLC cooperation, it is recommended that the MFA Unit for Civil Society and the embassies encourage partners that are weak in HRBA to learn from those that are stronger, as exemplified by the mutual support with disability interventions and the work of Fingo.</b> (see conclusions 4, 7)
Recommendation 13	<b>Regarding ICI cooperation, it is recommended to continue the efforts for strengthening the HRBA integration and implementation in interventions through systematic screening of project documents and reports, capacity building and advisory support for partner institutions, and instrument-level monitoring. The current advisory support by consultants to enhance awareness and critical reflection related to HRBA should be continued with adequate resourcing.</b> (see conclusion 5, 11)
Recommendation 14	<b>Regarding private sector cooperation, it is recommended that MFA continues strengthening systematic integration, implementation and monitoring of the human rights risk management in all PSIs in line with the UNGPs. Besides planning interventions, an increasing emphasis should be given to monitoring human rights risks and their management in private sector interventions and their reporting.</b> (see conclusions 6, 17)
Recommendation 15	<b>Regarding multilateral cooperation, it is recommended that HRBA continues to be emphasised in the strategic dialogue between MFA and multilaterals with specific attention to defined priority areas. MFA should assign staff or consultants to facilitate learning from relatively successful initiatives to refine the gender and disability efforts of multilateral partners and apply them in other areas, such as supporting duty-bearer transparency. MFA should make particular efforts to inform this dialogue with evidence from multi-bi and other support at the country level, or from thematic interventions.</b> (see conclusions 5, 7)
Recommendation 16	<b>Regarding country programmes and bilateral cooperation, it is recommended that embassies should shift staff resources from managing interventions to instead use monitoring as a basis for learning and acting more as knowledge hubs for defining what HRBA implies across the country programme, as well as implications for policy level influencing.</b> (see conclusions 2, 3, 7, 16, 18)
Conclusions	See above, and additionally: <b>Conclusion 6: The growing role of private sector instruments in Finland's development cooperation has implied an increasing emphasis on the capacities of funded companies as other responsible actors in human rights due diligence.</b> (see findings 2.1, 2.2, 2.4)
Findings	See above.



# 1. Introduction

## 1.1 Purpose and objectives

Finland's foreign, security and development policies are anchored in commitments to human rights and their realisation. This evaluation aims to contribute to understanding how **Finland's commitments to human rights and their realisation are reflected in development cooperation**. These commitments stem from Finland's human rights strategy and action plan, which was published in 2013 (MFA, 2013). These commitments are currently articulated in the 2020 Government Report on Finnish Foreign and Security Policy (MFA, 2020a) as well as in the 2021 Report on Development Policy across Parliamentary Terms (MFA, 2021k). The Government of Finland Report on Human Rights Policy 2022 (MFA, 2022e) outlines the Government's policy on fundamental and human rights in international, European Union and national contexts and thus frames the commitments to human rights in development cooperation and policies that this evaluation has assessed.

The terms of reference (ToRs) for this evaluation describe a human rights-based approach as follows: "A human rights-based approach (HRBA) uses human rights as the basis for setting the *objectives* for development policy and cooperation. In addition, it means that the *processes* of development cooperation are guided by human rights principles. For Finland, this entails *a systematic integration of human rights as a means and an objective* in development cooperation. In addition to the above objectives and process aspects, the approach includes *enhancing the capacities of rights-holders and duty-bearers and other responsible actors*." (MFA, 2015a).

The ToRs state that the purpose of this evaluation is to **inform the Ministry for Foreign Affairs of Finland (MFA) on how HRBA, as described in the guidance note, has been applied in its development policy and cooperation in support of the Ministry's human rights and development policies**. Furthermore, the purpose of this evaluation is to provide information for **stepping up the implementation and effectiveness of the HRBA in the different cooperation instruments of the Ministry**. The evaluation also aims to increase understanding of the extent to which HRBA could and should be further integrated within the MFA risk management system. The results of this evaluation may contribute to the potential updating of the 2015 HRBA Guidance Note as well as improving procedures and practices for the Ministry. The results will be used for informing the Ministry's approach to implementing the new government programme as well as updating the results-based management (RBM) guidelines where relevant.

The objectives of this evaluation are as follows:

- Provide a cross-section of the extent of current and recent applications of the HRBA in development cooperation interventions.
- Analyse the connection between the HRBA and actual development cooperation results achieved by Finland, including key results and the specific value of the approach that has materialised, if any, for effectiveness, transformative changes and the ultimate attainment of human rights and development policy objectives.
- Analyse the reasons for successes and failures and their relation with risk management.



- Provide overall conclusions on the effectiveness of HRBA implementation in the Finnish development policy and cooperation. This includes the provision of evidence-based conclusions on the overall state and level of the application of the HRBA and its specific value that materialised from using the approach. This should draw on a review of international best practices as well as the other analyses done in this evaluation.
- Provide well-justified and evidence-based recommendations on how to improve the implementation and effectiveness of the HRBA *overall*, as well as for *each of the cooperation instruments* and the various *organisational entities* in the Ministry, including suggestions and options for practical measures to be taken. This should draw on the review of international best practices and critical analysis of current guidance, as well as the other analyses done in this evaluation.

## 1.2 Background and scope

The analysis takes the MFA's categorisation of the levels of ambition of HRBA (blind, sensitive, progressive and transformative) as a point of departure, particularly in relation to the evidence from the data science analysis within evaluation question (EQ) one (How and to what extent has the Human Rights-Based Approach been applied in the planning, implementation, monitoring and reporting of development cooperation funded by the Ministry? (document-based analysis). However, the evaluation also reflects on the applicability and utility of these categories given the characteristics of the cooperation instruments and modalities, as well as the programmatic and geographical contexts in which HRBA is applied. The levels are also analysed in relation to the capacities of the partners and MFA to assess, adapt and apply efforts to attain the different levels and work towards higher levels. These factors have sometimes been described as relating to the 'grey areas' of HRBA.

**The evaluation has a primary focus on strategic lessons emerging from how HRBA is applied within cooperation instruments and modalities.** Data collected includes both the experience from the application as part of interventions within the cooperation instruments and modalities and the key stakeholders' interpretations of how HRBA guides interventions in various ways across the cooperation instruments. This reflects the strategic implications of how cooperation instruments adapt HRBA within different contexts and when addressing different major issues.

The evaluation does not emphasise the broader governance structures behind commitments to human rights. Interventions analysed consist of projects and programmes as well as allocations to organisations receiving core or thematic funding. Even though the focus is on cooperation instruments and modalities, other factors in the contexts that frame the opportunities and obstacles to obtain added value and manage risks through the use of HRBA are analysed wherever relevant to responding to the evaluation questions. This includes how HRBA features in policy dialogues that are undertaken within cooperation instruments and modalities, as well as at the country level.

**These factors draw attention to the opportunities and constraints faced in applying the core elements of HRBA within the conditions of the respective cooperation instruments and intervention contexts.** At the outset of the evaluation, it was recognised that the cooperation instruments and modalities include varied levels of adherence to these respective individual principles and the analysis and recommendations in this report consider the implications of the strengths and weaknesses. The evaluation team has taken an iterative approach to hear what stakeholders see as adequate or transformative ambitions. This includes probing perceived distinctions between e.g. cross-cutting objectives (CCOs) and HRBA and between initiatives that



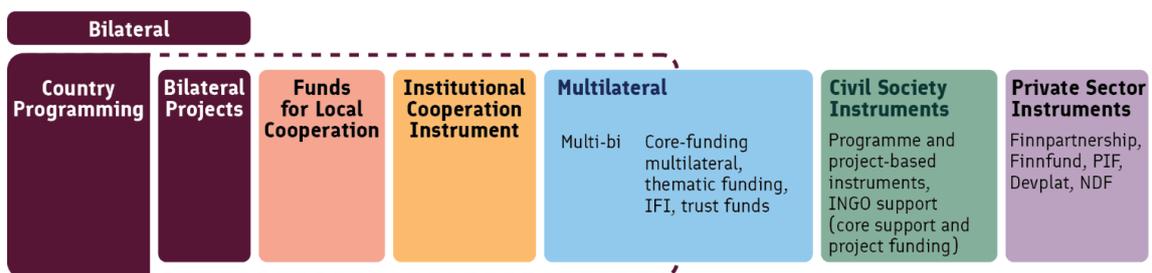
merely seek to increase the number of ‘beneficiaries’ in marginalised situations and their voice as ‘rights-holders’. The methods used have encouraged iterative conversations to better understand if and how human rights norms and principles are reflected in intervention practices.

Building on this, the evaluation collected evidence regarding how the different levels of ambition are interpreted and applied (i) within cooperation instruments, (ii) across cooperation instruments, (iii) in different kinds of country contexts, and (iv) when addressing different development issues. Where relevant, the application of HRBA in different development policy priority areas has also been considered. The intention is to understand the nature of, and potential improvements in, HRBA’s application in the various development cooperation instruments. The ToRs furthermore call for the team to propose “how to step up and optimise the implementation and application of the HRBA in development cooperation in a meaningful way, including updating the HRBA guidance note and possible further cooperation instrument-specific implementation guides or other measures.”

Particularly with regard to EQ three (How is the HRBA interacting with risk management of development cooperation?), the evaluation analyses how conflict dynamics and pushback from authorities that fail to acknowledge human rights determine how affected people are treated as rights-holders (rather than ‘victims’) and if/how efforts have been made to overcome limits to the capacities and legitimacy of perhaps weak duty-bearers. Risks inherent in intervening in the delicate and potentially dangerous relationships between duty-bearers and rights-holders receive particular attention.

The analysis of cooperation instruments and modalities has been structured in line with the evaluation Terms of Reference. **Bilateral cooperation** refers to Finland’s cooperation with its long-term partner countries. The evaluation has covered **country programming** that is considered a modality for identifying the areas of cooperation, forms of cooperation, objectives and indicators for Finland’s development cooperation in these countries. The aim has been to analyse how the HRBA has been integrated into and implemented through country programmes and monitoring. While the Country Programmes include priorities and interventions implemented through many funding instruments that are used also outside the long-term partner country contexts (see **Figure 1**), in its bilateral cooperation specific analysis the evaluation team has focused on **bilateral projects** as well as **bilateral interventions** co-funded with other donors.

**Figure 1 Cooperation instruments and modalities**



Source: Evaluation team

The analysis of **CSO instruments** has covered both programme and project cooperation with Finnish CSOs, as well as core and project funding to international CSOs. Also, many of the interventions analysed under the **Funds for Local Cooperation (FLC)** managed by Finnish Embassies in developing countries have been implemented by CSOs. The analysis of the **Institutional Cooperation Instrument (ICI)** has looked into HRBA in the cooperation of Finnish government agencies and public bodies with state actors in developing countries.



The evaluation has analysed MFA's varying roles and results in promoting HRBA in **multilateral partner organisations** and supported interventions implemented by multilateral organisations. The analysis has covered MFA's HRBA-related **influencing work** in multilateral organisations, including UN agencies, International Financial Institutions (IFI) and other intergovernmental organisations. It has also included **thematic thematic** funding to trust funds and global interventions. In addition, HRBA in country and regional level **multi-bi interventions** where MFA is more closely involved has also been analysed.

**Private sector** instruments have been analysed to get an understanding of the extent to which and how the HRBA has been implemented in the specific contexts of cooperation with private sector actors where MFA's emphasis has been on the alignment with the UN Guiding Principles on Business and Human Rights and the principles of the UN Global Compact. The instrument-level analysis has covered Finnpartnership, Finnfund, Public Sector Investment Facility (PIF), Developing Markets Platform (Devplat) and Nordic Development Fund (NDF). It is noted that Finnfund, PIF and NDF are, in some connections, categorised by MFA as development policy investments. However, in this evaluation, they have been considered as private sector instruments due to the focus on cooperation with private sector actors.

As noted above, in reality, country programmes under bilateral cooperation include various other cooperation modalities such as ICI and FLC instruments. Furthermore, multi-bi projects are similarly included under the country programmes. However, multi-bi projects are presented next to multilateral cooperation in the report due to the fact that the implementing agency is a multilateral organisation. These cooperation instruments and modalities have their respective organisational units in charge of their instrument-level overall guidance at headquarters. Similarly, country programmes and country programming are conducted by regional departments and embassies. This is why country programmes and country programming are also discussed separately in this evaluation.

The temporal scope of the evaluation has been primarily based on funding decisions made during the period of 2019-2021, though some interventions analysed were linked to phases and processes that extended beyond this period.

The evaluation does not analyse humanitarian interventions, given that these are essentially needs-based and, therefore, not required to go beyond a level of not having negative human rights impacts. Nonetheless, particularly in conflict contexts, the evaluation includes analyses of development-peace-humanitarian triple nexus interventions, including if and how HRBA has been adapted and applied, together with humanitarian principles, including whether any goal conflicts or methodological frictions have arisen.

The evaluation questions addressed in this evaluation consist of the following:

**EQ1: How and to what extent has the Human Rights-Based Approach been applied in the planning, implementation, monitoring and reporting of development cooperation funded by the Ministry? (document-based analysis)**

- 1.1. To what extent do interventions meet the criteria for the level of ambition identified during the planning stage in practice according to evidence?
- 1.2. To what extent have the interventions delivered at the level of ambition of the initial HRBA marker identified at the beginning, as evidenced by documents?



## **EQ2: What have been the specific effects and value in actual terms of using the Human Rights-Based Approach for the effectiveness of development cooperation, more transformative changes and ultimately for the realization of human rights and development policy objectives?**

- 2.1. To what extent have the various cooperation instruments delivered on their intended role in the operationalization of the HRBA, e.g., as stated in the guidance note?
- 2.2. How have these become enhanced by the application of the HRBA (vs. other approaches):
  - Enhanced capacities for rights-holders, duty-bearers and other responsible actors?
  - Inclusive, participatory and non-discriminatory development processes which are transparent and enhance accountability?
  - Realisation of human rights as a development result
- 2.3 What have been the enabling factors and challenges for the Ministry in operationalising the HRBA, and to its effectiveness?
- 2.4 Which of the best practices available at the international level on HRBA implementation could the Ministry consider adopting, considering the findings from 2.3?

## **EQ3: How is the HRBA interacting with risk management of development cooperation?**

- 3.1 To what extent has the HRBA been integrated into the understanding of risks and risk management? What have been the implications of non/integration for the implementation and effectiveness of the HRBA (e.g., frequent areas of compromise)?
- 3.2 Has using the HRBA increased any risks to the achievement of the objectives? If yes, how have these risks been managed and mitigated?

## **1.3 Structure of the report**

This evaluation report begins with a description of the background and scope of the evaluation. The approach and methods, including the assumptions in the theory of change, are then briefly described. A full explanation of these is presented in Annex 2. Chapter 3 presents a summary overview of the policy frameworks that guide Finnish and international commitments to the application of HRBA, followed by a review of how HRBA is expected to be considered in cooperation instruments.

The findings are structured around the three evaluation questions (and sub-questions) proposed in the ToRs. The first part of the findings responds to EQ one. This evaluation question was primarily addressed in a separate report based on a data science analysis (see: [dav|consulting, 2023](#)). The findings in this report complement this with additional data and analysis collected by the evaluation team.



The bulk of the findings in the report responds to EQ two, which looks at the effectiveness and added value of Finland's work with HRBA, as well as lessons from international experience. These findings, and those related to EQ three, are primarily based on case studies of interventions implemented through Finland's development cooperation instruments. The final section of the findings responds to EQ three, which looks at how HRBA is reflected in risk management.

Conclusions and recommendations based on these findings are presented in sections five and six. These reflect the evaluation team's judgements related to how HRBA is reflected in current development cooperation and how it can be improved, with particular attention given to the implications for different cooperation instruments and modalities and when operating in different contexts.

The annexes include 1) the Terms of Reference, 2) a description of the approach, methods and theory of change, 3) interview guides, 4) survey results, 5) the evaluation matrix, and 6) the list of sample interventions.



## 2. Approach, Methodology and Limitations

This chapter summarises the approach, methodology and limitations of the evaluation. Please refer to annex 2 for a detailed overview.

### 2.1 Approach

The overall approach of the evaluation reflects the United Nations Evaluation Group (UNEG) norm: “The universally recognised values and principles of human rights and gender equality need to be integrated into all stages of an evaluation. It is the responsibility of evaluators and evaluation managers to ensure that these values are respected, addressed, and promoted, underpinning the commitment to the principle of ‘no one left behind’” (UNEG, 2016). This is understood to imply that **data collection, wherever possible, seeks to amplify the voice of rights-holders and ensure that those who are possibly being ‘left behind’ in the different cooperation instruments and modalities are not forgotten.**

**This evaluation explores the use of HRBA within a realist perspective, with contribution analysis providing an overall approach.** This approach reflects the ToC (developed in the inception phase) in that the evaluation tests assumptions that HRBA contributes to more principled and effective development cooperation via interventions and cooperation instruments and modalities. **The ToC for this evaluation emphasises the contributions of HRBA towards the results (and managing the risks) of interventions and cooperation instruments while also framing this within an understanding of the policy, strategy and contextual factors that influence how HRBA is perceived, integrated and applied.** This ToC is not intended to suggest a linear process of policy implementation. Diverse goals ranging from a *do no harm* through due diligence to efforts to transform the human rights landscape through targeted transformative development cooperation suggest a broad and loosely connected set of trajectories and opportunities for influence. The evaluation understands that the HRBA guidelines provide a general roadmap and toolbox for those involved in intervention design and implementation, but the guidelines are not a template. In order to understand how these processes intertwine and relate to policies, the analysis has respected the diverse ways that actors use and adapt the MFA guidelines and other approaches in their work. The evaluation has been attentive to how experience has informed a range of pragmatic approaches adapted to the different cooperation instruments, modalities and contexts.

Recognising these internal and contextual factors, the evaluation is based on a so-called **realist evaluation** approach. This involves contrasting the ToC with factors in the external context and the capacities and room for manoeuvre that actors have for applying HRBA. Within this realist-anchored ToC, the scope of the evaluation has primarily been on the cooperation instruments and modalities whilst remaining highly cognisant of how the interventions undertaken within these cooperation instruments are affected by policies, strategies, prevailing capacities, the position of the MFA and other factors in the wider context and when confronting different development issues.



## 2.2 Methodology

The evaluation methods emphasise case studies based primarily on interviews with key informants and document review focused on overall policies and cooperation instrument design and application, together with a primary emphasis on case studies looking at field-level practice. This data has been triangulated with a survey among implementing partners.

- **Document review and key informant interviews (KIIs)** have been used to obtain a deeper understanding of how HRBA is being incorporated in intervention planning and reporting and pursued within and across the cooperation instruments and modalities. The interview guidelines are presented in Annex 3. This data has been analysed to identify dialogue and programming processes and areas where outcomes are being pursued for subsequent analysis as part of the case studies.
- The cooperation instruments and modalities are primarily analysed through **two sets of case studies (Table 1)**. ‘Context’ case studies were undertaken with the primary intention of understanding how HRBA is framed within different country and programmatic contexts and how the level of applied HRBA in the different interventions resonates with the overall ToC and its three pathways of integration and application (see **Table 3** for the different levels and **Figure 8** for the theory of change for achieving these levels, as interpreted by the evaluation team).
- In addition, ‘issue-focused’ case studies complement this by analysing how HRBA is applied in relation to key challenges and opportunities that became apparent in document review, scoping interviews and discussions as part of the inception phase (i.e., mobilising innovative approaches, influencing multilaterals, addressing ‘headwind’ issues (contested specific human rights/issues, e.g., abortion, sexuality education, rights of trans persons, and/or pushing for a human rights agenda in authoritarian contexts where it is difficult to talk about rights in general), differentiating between cross-cutting objectives and HRBA. Comparisons are also made across the case studies so as to understand how HRBA is applied within specific cooperation instruments and modalities. These examples have also been assessed against the pathways of change in the overall ToC.

**Table 1 Case studies**

CASE STUDIES	FOCUS COUNTRIES
<b>Context case studies</b>	
HRBA in the context of long-term partnerships	Tanzania, Mozambique
HRBA in transition contexts	Zambia, Kenya, Vietnam
HRBA in conflict contexts	Somalia, Kenya, Palestine
<b>Issue-focused case studies</b>	
Innovations and trends towards transformational development cooperation	Diverse
HRBA in partnering with multilaterals, where MFA influence is more limited	Diverse
HRBA in severe headwinds	Diverse
From cross-cutting objectives to HRBA, lessons from disability interventions	Diverse

Source: Evaluation team



The evaluation collected data about the use of HRBA within cooperation instruments and modalities in different contexts. The intention was not to evaluate specific interventions but to draw lessons from the interventions, as well as analyse the work within the overall management of the cooperation instruments and modalities at central and field levels. The understanding and use of HRBA were analysed within 70 interventions across the cooperation instruments (see **Table 2**). Five country programmes were analysed. A full list of interventions is in annex 6. These interventions were purposely selected in the inception phase of the evaluation to illustrate salient facets of the topics of the case studies. Also, the sample was modestly weighted towards more transformative and progressive interventions to ensure that the factors that led to more ambitious HRBA results were adequately covered.

**Table 2 Evaluation sample**

COOPERATION INSTRUMENTS AND MODALITIES	NUMBER OF INTERVENTIONS	POSSIBLE SUB-INSTRUMENTS
Bilateral projects and country programming	5+5	Bilateral interventions, bi-cofinancing, country programming (five country programmes)
Multilateral, of which multi-bi	20 10	Core funding and replenishment to UN agencies, IFIs and other intergovernmental organisations, multilateral thematic funding including trust funds and global interventions, country-level multi-bi projects
Civil society organisations (CSO)	28	Programme and project cooperation with CSOs; International non-governmental organisations (INGO) (core and project funding)
Institutional Cooperation Instrument (ICI)	3	N/A
Funds for Local Cooperation (FLC)	5	N/A
Private sector instruments and development policy investments	9	Finnpartnership, Finnfund, Public Sector Investment Facility (PIF), Nordic Development Fund (NDF) <sup>1</sup>

Source: Evaluation team

The evaluation team has undertaken a range of **documentation** reviews. Documents reviewed in the selection and analyses of the interventions in the sample for the EQ one analysis and case studies have primarily consisted of plans (including all their respective elements and annexes), annual reports and a variety of memorandums and other documents assessing the interventions and their relevance and results. 39 KIIs were held with MFA Helsinki level staff, 21 with embassy staff, and 187 were held with partners and other stakeholders. Three focus group discussions (FGDs) were also undertaken. The interviews and FGDs were used to obtain a deeper understanding of how HRBA is perceived and operationalised with the respective cooperation instruments and modalities. The case studies largely relied on qualitative data collected through semi-structured KIIs and a few FGDs with relevant MFA staff, key informants in partner organisations/institutions, including groups and allies they have worked/coordinated with, and, when relevant, with well-informed external stakeholders.

<sup>1</sup> There was no access to intervention level data, but cooperation instrument-level analysis on HRBA implementation in Developing Markets Platform (Devplat) was conducted.



An **e-survey** was undertaken among partners, primarily focused on EQ two and, to a lesser extent, on EQ three. A total of 59 responses were received. The evaluation team sent the survey to 289 persons, in addition to which the embassies and other interlocutors were asked to freely share the survey with different partners. Therefore, it has not been possible to assess an exact response rate. The survey process is described in more detail in Annex 2. The survey sought to draw out a broader understanding of the types and extent of outcomes emerging from the use of HRBA and the ways that risk is perceived and addressed. Those invited to undertake the survey were selected based on their roles in directly operationalising HRBA. The survey was launched after initial case study interviews had taken place in order to benefit from insights from these interviews in the formulation of the questions. The survey has provided a means of triangulation and verification of emerging findings.

## 2.3 Limitations

The evaluation is intended to present a ‘snapshot’ of HRBA’s current practice and how this reflects evolving policy thinking. Given the multiple strands of thinking and highly diverse but steadily increasing capacities for applying HRBA within the various cooperation instruments and country contexts, the evaluation does not aim to systematically trace broad processes of HRBA development. Instead, the intention is to provide a deeper understanding of the factors that influence how HRBA is currently perceived, integrated and applied by different stakeholders, including the opportunities and challenges that they face in applying the 2015 guidelines and in progressive and transformative approaches. The factors are analysed in relation to the components outlined in the identified pathways of change in the ToC. **Interviews have sought to bring out the journey that stakeholders have taken in developing an understanding and appreciation of HRBA, with particular attention to how this has varied across the cooperation instruments and modalities.** Where the evaluation analyses the outcomes of HRBA (or lack thereof), it combines this with descriptions of the processes through which these outcomes have emerged or been blocked so as to arrive at actionable and contextually relevant recommendations.

A major part of this limitation related to the ‘snapshot’ of current practice is that it **inevitably involves data collected on interventions within cooperation instruments and modalities, whereas HRBA is also driven by policy and strategic dialogue, as well as capacity development and awareness-raising within the MFA itself.** The evaluation has addressed these by asking interlocutors about these factors and how they impact HRBA practice. The evaluation includes analyses of how they constitute major aspects of the context for effective introduction and use of HRBA.

The evaluation has, wherever possible, sought to identify outcomes and impacts of interventions on human rights. The extent to which rigorous findings have been found is uneven for two reasons. First, the reporting analysed varies considerably regarding the extent to which outcomes and impacts are described due to what is, in some cases, a bias towards describing outputs and activities. Second, particularly when looking at transformational outcomes, they can rarely be identified within the timeframe of interventions. Results related to direct response to human rights violations can be described, but changes in the power dynamics that may have led to these violations will take longer to achieve. **The evaluation devotes considerable attention to the processes that are underway to influence these dynamics but has been cautious about attributing outcomes (or lack thereof) to the interventions and cooperation instruments and modalities.**

Findings and analyses related to EQ1 are, as per the ToRs, largely based on a **data science** report that was undertaken separately from the main evaluation. That study constituted a pilot effort



to apply new methods to analyse a large volume and diverse range of plans and reporting by the interventions and cooperation instruments. The focus of the main evaluation is on analyses of the trends and divergences that appear in that study. Given the nature of the data science assignment, it would be extremely speculative to derive conclusions about why these trends and divergences appear. This report provides answers to these ‘why questions’, but it has not been possible to directly relate the two data sets due to differing samples and foci. Another limitation regarding the use of the data science data is that it is intended to reveal trends, but it is not a tool that is well suited for analysing individual interventions in depth. For this reason, the data is not used when referring to individual interventions in the sample, as that would distort the relevance of this data.

A related factor that appeared in the course of analysing the **progress towards human rights progressive and transformative status is that this is not always the ‘step-wise’ process**. Within the application of HRBA, it has been assumed that any intervention that is progressive has also fulfilled the requirements of being sensitive (as a minimum), and those categorised as transformative have fulfilled the requirements of being sensitive and progressive. Findings have indicated that progress is far less linear, with some interventions having some transformative characteristics while still struggling with being sensitive in other respects.

Even though the evaluation focuses on the cooperation instruments and not the interventions, it has been clear from the outset that **HRBA practice in some types of interventions involves factors unrelated to the cooperation instruments and modalities per se**. For example, support for human rights defenders, triple nexus interventions or indigenous peoples may have unique characteristics that are relevant to the evaluation questions that are not related to the characteristics of the cooperation instruments per se. HRBA experience in interventions is analysed in relation to the contributions from the approaches within a given cooperation instrument while also recognising how factors in the context and the unique issues being addressed are also major determining factors.

The evaluation team selected what it deemed to have been a reasonably balanced sample of interventions across the cooperation instruments and modalities for analysis. However, some cooperation instruments had relatively few interventions within the temporal scope of the evaluation, and for some cooperation instruments, the majority of the interventions had a very weak focus on HRBA. Therefore, the sample has been weighted towards transformative interventions and those with a modicum of focus on HRBA. The evaluation approach does not strive for a numerically balanced or representative scope but rather a sufficiently balanced sample to highlight the factors inherent in the different cooperation instruments and modalities. It is acknowledged, however, that some of the instrument-specific findings do not have a high confidence level due to the diversity of other factors impacting a limited sample of interventions. This is particularly true regarding some of the findings for EQ 2.1, where the evaluation team has been transparent about where the evidence base is weak. Nonetheless, the extent to which the robust case study methods collected, synthesised and analysed the data related to these interventions and cooperation instruments and modalities has been adequate and provided a basis for generating solid conclusions and recommendations. The findings have been notably strong in bringing out the diversity of ways that HRBA has been conceptualised and applied.

The fact that Finland’s HRBA is grounded in the UN Common Understanding means that its support to multilateral and other actors with an existing HRBA foundation in the same framework focuses more on ensuring that the actor in question applies its own HRBA. For the evaluation, this means that, when assessing cooperation with multilateral and other organisations with an existing HRBA grounded in the UN Common Understanding, it was more relevant to assess how Finland has encouraged the application of existing HRBA policies and strategies than to identify the extent to which Finland has influenced the development of HRBA policy.



## 3 Context

### 3.1 Policy frameworks

#### Global policy context

Until the early 1990s, human rights and development were largely treated as separate fields, engaging professionals with different interests and expertise (Cornwall & Nyamu-Musembi, 2004). An important step towards closing the gap between human rights and development came in 1993, when the Vienna Declaration and Programme of Action was adopted by the UN World Conference on Human Rights. The Vienna declaration highlighted and strengthened the link between human rights and development, laying the foundation for rights-based approaches to become a central part of development policies. In 1997, the UN Secretary-General called on all UN entities to mainstream human rights into their operations, and a number of UN agencies started applying their individual versions of a HRBA. They subsequently saw a need to develop a joint understanding of the approach. In 2003, the UN Development Group (later renamed the United Nations Sustainable Development Group, UNSDG) issued *The Human Rights Based Approach to Development Cooperation: Towards a Common Understanding Among UN Agencies* (United Nations Development Group, 2003). It states:

- “All programmes of development co-operation, policies and technical assistance should further the realisation of human rights as laid down in the Universal Declaration of Human Rights and other international human rights instruments.”
- “Human rights standards contained in, and principles derived from, the Universal Declaration of Human Rights and other international human rights instruments guide all development cooperation and programming in all sectors and in all phases of the programming process.”
- “Development cooperation contributes to the development of the capacities of ‘duty-bearers’ to meet their obligations and/or of ‘rights-holders’ to claim their rights.”

The **Common Understanding** also declares a number of characteristics as necessary, specific and unique to a HRBA, including (a) identification of human rights claims and human rights obligations, (b) strategies to build rightsholder capacity to claim rights and duty-bearer capacity to fulfil their obligations, (c) follow-up of both outcomes and processes grounded in human rights standards and principles, and (d) interventions being informed by international human rights mechanisms.

Since the adoption of the UN Common Understanding, various development cooperation agencies, international organisations, and development-focused CSOs have expressed or further strengthened their commitment to a HRBA. During the past decade, the prominence of a HRBA has further increased as the approach is closely interlinked with and regarded as critical for achieving the **Sustainable Development Goals** (SDGs). According to the Danish Institute for Human Rights assessment, more than 92% of SDG targets are related to international human rights instruments and labour standards (Danish Institute for Human Rights, 2016). HRBA has also become one of



the six guiding principles of the UN Sustainable Development Cooperation Framework. Arguably, the relevance of the approach has also grown in response to an increasingly vocal opposition to the rights of women, children and LGBT persons.

To strengthen the support for the national implementation of human rights recommendations and share best practices on HRBA, development partners have since 2018 met informally in what is referred to as the Oslo meetings. The meetings have engaged more than 50 representatives of governments, national human rights institutions, UN agencies, IFIs and other international organisations, CSOs and academia. For the EU member states, an EU working group shares experiences and lessons learned on HRBA.

While a single agreed definition of a HRBA does not exist, the elements laid down in the UN Common Understanding are reflected as core features in the human rights-based approaches of most development actors. **There is de facto agreement that development interventions grounded in a HRBA should:**

- **Aim at realising human rights;**
- **Regard human rights both as means and objectives;**
- **Be guided by a set of principles derived from international human rights law, including the principles of participation, non-discrimination, transparency and accountability;**
- **Pay attention to persons or groups in marginalised or vulnerable situations;**
- **Empower rights-holders; and**
- **Strengthen the capacity of duty-bearers to realise human rights.**

## HRBA in Finland's development policy

**These features also characterise Finland's approach to HRBA.** The Constitution of Finland (1 §) states that Finland participates in international cooperation for the protection of peace and human rights and for the development of society. This commitment to human rights has been clearly visible in Finland's development policy for a long time, with human rights being mentioned in Finland's development policy documents since the 1990s. For the first time, Finland's commitment to pursue the HRBA to development was explicitly confirmed in *Finland's Development Policy Programme 2012* (MFA, 2012). This policy was further supported by Finland's Human Rights Strategy 2013, according to which the human rights perspective should be reflected in all aspects of Finland's foreign and security policy (MFA, 2013).

Finland's commitment to HRBA was reconfirmed in *the Report on Development Policy Across Parliamentary Terms 2021*, stating that Finland's development policy is based on human rights and that with the help of development cooperation, Finland strives to strengthen the rules-based international system and its normative basis. In the report, the realisation of human rights is stated as a key development policy goal, and the human rights perspective is also clearly reflected in the development policy priorities and the cross-cutting objectives on gender equality and non-discrimination with a focus on the inclusion of persons with disabilities. The report also highlights the role of civil society actors in promoting human rights and the role of the private sector actors and their human rights responsibility in sustainable development. (MFA, 2021k).



Finland's solid commitment to the UN 2030 Agenda and the SDGs (MFA, 2021g) also further strengthens the emphasis on HRBA in Finland's development policy and cooperation (MFA, 2021g). The 2030 Agenda is based on international human rights norms and principles with specific emphasis on the principles of non-discrimination and equality, and the SDGs are directly linked to both the economic, social and cultural rights and civil and political rights, as well as the right to development. **The prominence of inclusive development efforts in the Finnish application of HRBA reflects the 2030 Agenda emphasis on "leaving no one behind."**

The *Government of Finland Report on Human Rights Policy (2022)* states that Finland pursues **human rights-based foreign and security policy, including the human rights-based development policy**, and describes Finland's role in promoting human rights in its international relations. The report also states that sufficient resources should be allocated to the implementation of a human rights-based foreign and security policy, as well as education and training to support it (MFA, 2022d). These commitments are confirmed in the Government statement to Parliament on promoting equality, gender equality and non-discrimination in Finnish society (Finnish Government, 2023).

The commitment to human rights-based foreign and security policy was included in the Programme of Prime Minister Sanna Marin's Government (Finnish Government, 2019), and the emphasis on the rule of law, human rights, equality and democracy as a basis of Finland's foreign and security policy is also stated in the current programme of Prime Minister Petteri Orpo's Government (Finnish Government, 2023).

The **Guidance Note *Human Rights Based Approach in Finland's Development Cooperation***, adopted in 2015, has been a key framework and tool to support the implementation of Finland's human rights-based approach in development cooperation. It states that Finland's HRBA is guided by the *UN Common Understanding* and explains the approach, including its key concepts, as well as the implications of the operationalisation of HRBA in different development cooperation modalities. As a new methodology, it defines the levels of human rights consideration in development cooperation that currently guide the monitoring of the HRBA implementation in development interventions funded by Finland. These levels are as follows:

- **Human rights blind:** The intervention is ignorant of human rights, and the risk of unintentional harmful effects has not been assessed. The evaluation team interprets this as indicating that in human rights blind interventions, no attention has been paid to human rights norms and principles defined in the international human rights instruments, and a systematic analysis of possible negative impacts on human rights is lacking.
- **Human rights sensitive:** Human rights principles guide the planning, implementation, monitoring and evaluation of the intervention. A basic human rights assessment has been conducted to avoid negative effects on the enjoyment of human rights and to ensure that the intervention does not contribute to discriminatory structures, norms, and practices. In practice, many interviewees describe this level as including both a *do no harm* (due diligence) focus and also basic references to HRBA concepts.
- **Human rights progressive:** The intervention adheres to human rights principles in its processes and includes expected results that further the respect, protection, or fulfilment of human rights. The needs, concerns, and capacities of different duty-bearers and right-holders – especially persons in marginalised situations – are addressed in the activities and expected results. Disaggregated data is systematically used and



analysed in the planning and monitoring. However, the intervention does not necessarily address root causes in legislation, customs, norms, and practices.

- **Human rights transformative:** The intervention actively seeks to transform societies and eliminate discrimination by addressing root causes in legislation, customs, norms and practices in line with human rights standards and principles. Human rights guide the identification of expected results, and action is directed towards capacity development and advocacy. Accountability is emphasised as interventions are explicitly framed in terms of rights and obligations. The intervention is coupled with a strategic policy dialogue on specific human rights concerns relevant to the intervention. The evaluation team interprets this as indicating that a transformative approach implies efforts to address multiple forms of structural discrimination and the biased power relationships and attitudes that may obstruct respect for human rights.

The levels are summarised in **Table 3**.

**Table 3 Levels of HRBA according to the MFA guidelines**

SENSITIVE	PROGRESSIVE	TRANSFORMATIVE
<ul style="list-style-type: none"> <li>• A basic human rights assessment has been conducted to avoid negative effects on the enjoyment of human rights and to ensure that the intervention does not contribute to discriminatory structures, norms, and practices.</li> <li>• Human rights principles guide the planning, implementation, monitoring and evaluation of the intervention.</li> </ul>	<ul style="list-style-type: none"> <li>• The needs, concerns, and capacities of different duty-bearers and right-holders – especially people from marginalised groups – are addressed in the activities and expected results.</li> <li>• Disaggregated data is systematically used and analysed when planning and monitoring.</li> <li>• Includes expected results that further the respect, protection, or fulfilment of human rights.</li> <li>• The intervention adheres to human rights principles in its processes.</li> </ul>	<ul style="list-style-type: none"> <li>• Accountability is emphasised as interventions are explicitly framed in terms of rights and obligations.</li> <li>• Determined action is directed towards capacity development and advocacy.</li> <li>• Human rights guide the identification of expected results, and action is directed towards capacity development and advocacy.</li> <li>• The intervention is coupled with a strategic policy dialogue on specific human rights concerns relevant to the intervention.</li> <li>• Intervention actively aims to transform societies by addressing the root causes of discrimination in legislation, customs, norms and practices.</li> </ul>

Source: Evaluation team based on the HRBA Guidance note



## HRBA and results-based management

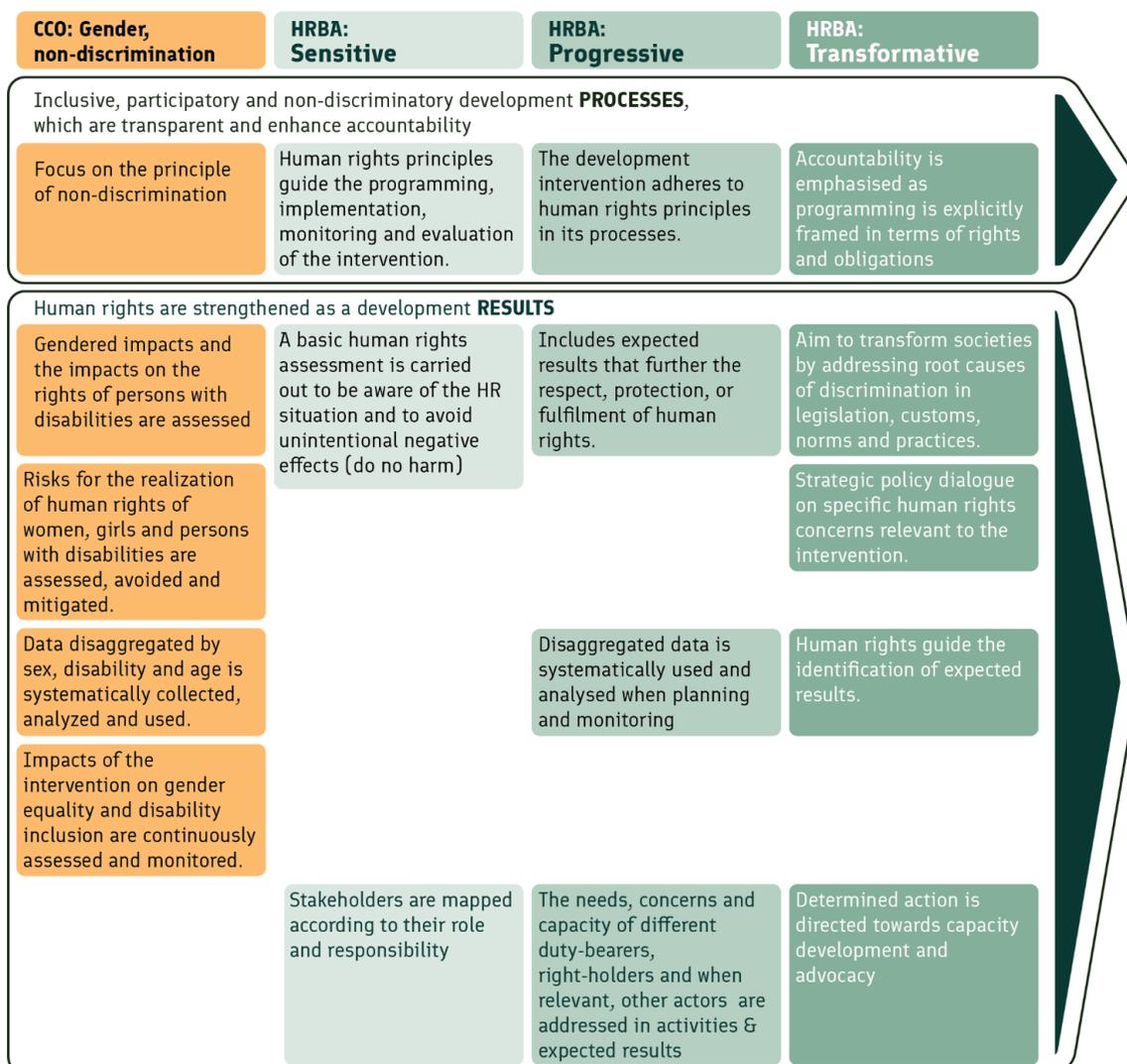
**MFA considers the HRBA complementary and compatible with Results Based Management (RBM).** While RBM is an organisational management approach and process that supports reaching and reporting desired results, HRBA is seen as a framework guiding the defining of the content of the expected results, as well as the process for achieving them. According to the RBM guidance document (MFA, n.d.b), applying HRBA requires that human rights principles and commitments are used in planning processes when defining the output, outcome and impact indicators included in results frameworks. Some further guidance on linking the HRBA with the RBM is provided in the bilateral programme manual (MFA, 2018b).

In line with MFA's RBM guidance (MFA, 2013), the HRBA perspective has been integrated into the theories of change and aggregate indicators for Finland's development policy (MFA, 2020c, 2022d). **HRBA is reflected at least to some extent in all theories of change (ToCs), but there is considerable variation in how systematically the above-noted characteristics of HRBA have been integrated into different priority areas.** For example, the ToC on the rights of women and girls is strongly human rights-based, while the human rights norms, related obligations, and human rights principles are weakly reflected in the ToC on climate and natural disasters.

## HRBA and cross-cutting objectives

The *Report on Development Policy Across Parliamentary Terms* (MFA, 2021k) confirms gender equality, non-discrimination with an emphasis on disability inclusion, climate resilience, low emission development, and protection of the environment with an emphasis on safeguarding biodiversity, as the cross-cutting objectives (CCOs) of the Finnish development policy. *The Guideline for the Cross-Cutting Objectives in the Finnish Development Policy and Cooperation* (MFA, 2023, n.d.a) underlines the importance of the alignment of these objectives with the HRBA. Especially the objectives of gender equality and non-discrimination are seen as part of and continuum of the HRBA. Even though this guideline was published recently and has not guided the processes and interventions analysed in this evaluation, the close linkages between the HRBA and these CCOs have been recognised and discussed already for some time within MFA and with partners. The **Figure 2** illustrates the continuum between the HRBA and the CCOs on gender equality and non-discrimination. Related synergies and differences are discussed further in section 4.2.3.

**Figure 2 Continuum between CCOs and HRBA**



Source: Evaluation team

Besides the above-noted guidelines, the HRBA perspective has been integrated to varying extents into an increasing number of other guideline documents, e.g., guidelines on triple nexus and development cooperation in fragile states (MFA, 2022c), the bilateral programme manual (MFA, 2018b) and other cooperation instrument-specific manuals, as well as the evaluation manual (MFA, Development Evaluation Unit, 2022).

## HRBA in previous evaluations

**The evaluations of Finnish development policy influencing in multilateral organisations and in the European Union indicate that Finland’s efforts in defending human rights and supporting multilateralism have been recognised among multilateral stakeholders** (Mackie et al., 2022; Palenberg et al., 2020). According to MFA’s synthesis reports, the human rights-related influencing has covered issues of disability inclusion, gender equality, labour rights and corporate human rights responsibility, sexual and reproductive health and rights (SRHR), and human rights



in digital development. However, the evaluation reports did not analyse the extent to which the HRBA as an approach per se has been addressed in this influencing work (MFA, 2019, 2021i). The analysis paper on HRBA in Finland's Development Policy draws attention to the increasing importance of HRBA-related influencing work in multilateral organisations, taking into consideration that the share of funding allocated to multilateral organisations is rapidly growing in Finland's development cooperation (Development Policy Committee, 2023).

According to the latest Development Policy Results Report, in 2019-2021, half of Finland's development cooperation budget was channelled through international organisations and the EU, excluding multi-bi cooperation with multilateral organisations at the country or regional level (MFA, 2022a). **This evaluation analyses the application of HRBA within development cooperation instruments and modalities while remaining cognisant of how this reflects Finland's overall commitments to human rights.** As such, the scope of the evaluation unpacks a key aspect of the human rights-based foreign policy but does not attempt to extrapolate or generalise Finland's commitments to human rights beyond development cooperation. Where relevant, some observations have been included regarding these broader implications, but these reflect analyses through the lens of interventions and cooperation instruments and modalities. The effectiveness of the application of HRBA concerns both improved human rights and the rule of law, as well as how rights-based principles are practised by implementing partners. HRBA is about achieving a better human rights situation as an end goal by contributing to a better understanding among rights-holders and duty-bearers on how the practice of HRBA lays the ground for the respect and fulfilment of human rights. These two dimensions of results from HRBA are considered when discussing effectiveness as well as the added value of the approach.

## 3.2. Cooperation instrument context

The cooperation instrument-specific expectations for HRBA implementation in MFA's different cooperation instruments are described in the HRBA Guidance Note and further defined in other cooperation instrument-specific guidance documents.

**Bilateral cooperation and country programmes** position Finland's development policy objectives and development cooperation based on the partner country development goals, country context and other donors' cooperation. The Guidance Note underlines the importance of the **human rights situation analysis** as part of the context analysis and **participatory and inclusive processes** as a basis for strategic choices regarding how to apply HRBA in country programming. While the basis for country programmes is the partner country's own development strategy and plans, **additional human rights-related objectives** are included when necessary. **MFA's** guidance for the preparation of country strategies and country programmes places human rights as a central component of the government values and includes both HRBA and cross-cutting objectives (CCOs). The guidance includes more detailed expectations on human rights-related analysis as part of the programming process. However, there is no specific reference to HRBA and human rights in the guidance for developing monitoring, evaluation and learning or risk management plans. In the results framework guidance, relevant factors only relate to the importance of disaggregated data. Instructions for drafting impact statements emphasise CCOs, and instructions regarding theories of change also make very little reference to how to include analyses related to HRBA and human rights more generally.



The Guidance Note provides further direction regarding the **identification, formulation, implementation, and monitoring of bilateral interventions**. It is noted that the interventions may **directly or indirectly further the realisation of specific human rights**. However, **adherence to human rights principles** in all interventions is emphasised. During the identification and formulation phase, **claims of rights-holders and obligations of duty-bearers** are identified and analysed, as well as their related **capacities**, with attention to relevant human rights conventions and recommendations from human rights monitoring mechanisms. When designing an intervention, the expected **results at different levels may be linked with the corresponding rights** (e.g., rights being fulfilled or protected at the impact level, improvements in the performance of duty-bearers or rights-holders at the outcome level, and tangible changes in the capacities at the output level). **Indicators** should capture the intended level of human rights considerations, and data should be **disaggregated** by gender and, when relevant, by other population groups. During the beginning of the implementation phase (inception), **human rights considerations and principles guide the review of the intervention design**. **Increasing the knowledge of human rights and HRBA** may be included in the intervention. During implementation, **work planning and reporting** capture the key elements of the intended level of human rights considerations. Mid-term and other **reviews** may be used to further analyse human rights-related information. This guidance is further concretised in the Manual for Bilateral Programmes (MFA, 2018b), which includes a specific chapter on HRBA in development and its integration into bilateral programmes.

## Multilateral cooperation

In Finland's multilateral cooperation, HRBA is promoted by **influencing** in the governing bodies and other relevant fora of the partner organizations. The Guidance Note states that appropriate measures for addressing HRBA are identified in the influencing strategies based on an assessment of partner organisations' policies, objective setting, guidance documents and capacities of the personnel. In the **UN agencies**, the priorities of the **Finnish Development Policy and the Human Rights Strategy** guide the focus of influencing work, while in the **IFIs**, **safeguards policy-related** influencing is prioritised. In addition, directed funding, e.g., through the **secondment of professionals**, may be provided to support the strengthening of HRBA in partner organisations. To ensure that the global interventions funded by Finland are at least human rights sensitive, the HRBA perspective is addressed in MFA's dialogue with multilateral partners during the **planning phase** and prioritised in the monitoring. Regarding HRBA in the country-level **multi-bi interventions**, the Guidance Note refers to the guidance for bilateral cooperation. Many multilateral organisations, such as the UN organisations, have their own HRBA guidance and manuals, including how to conduct human rights-based planning.

## Civil society cooperation

Based on the Guidance Note, CSOs are required to include an **assessment of the human rights situation** in the proposal to ensure that interventions do not contribute to any human rights violations or discrimination. The **human rights principles** are screened as part of the proposal assessment. Each proposal must **identify who are the rights-holders and duty-bearers**. In the monitoring and dialogue with the CSOs, the MFA focuses on 1) the **application of human rights principles** in the implementation, 2) the achievement of expected **human rights-related results**, and 3) the changes in the **capacities of the rights-holders**. **Strengthening links, coordination, and information flows** with the duty-bearers and other CSOs is encouraged. The CSOs are seen to have a particularly important role in strengthening the capacities of rights-holders to organise



themselves and claim their rights. Furthermore, CSOs have a complementary role in improving the provision of public services for populations in vulnerable situations and promoting human rights through advocacy. The requirement of CSOs to follow the HRBA is stated explicitly in the Ethical Code of Conduct for NGO funding as well as in the Guidelines for Civil Society in Development Policy (MFA, 2017). It is also reflected in the requirements set for project or programme-based support for Finnish CSOs and support to INGOs' development cooperation.

## Funds for Local Cooperation (FLC)

The Guidance Note states that the HRBA is also applied in the activities financed through the Embassies' FLC and that the human rights principles need to be followed in the **planning, implementation, monitoring and evaluation** of these activities. In MFA's long-term partner countries, the FLC is guided by the country programmes.

The FLC Coordinator's Manual (MFA, 2016) states that **all FLC projects need to be at least human rights sensitive** and describe the related requirements in line with the HRBA Guidance Note. The Manual and other FLC-related guidance documents also guide the integration of HRBA into country-level FLC Programmes, including the integration of human rights perspective in the country context analysis as well as in the results framework. It is also suggested that implementation of the **HRBA minimum requirements is taken into consideration in all projects during the monitoring visits and dialogue with partners**, while in human rights progressive and transformative interventions, attention is also paid to the achievement of human rights-related results and changes in the capacities of rights holders.

The FLC synthesis reports indicate that FLC projects often aim to promote human rights, and common themes have been gender equality, women's economic empowerment and the rights of people with disabilities (with a slight decrease in 2021) (MFA, 2019c, 2020c, 2021f). A minimum of **one project funded by each Embassy managing FLC should aim to promote the rights of persons in vulnerable situations**, such as persons with disabilities, minority groups and indigenous people. Despite the small size of the projects supported, the FLC is seen as an important cooperation instrument for reaching grassroots actors promoting citizens' voluntary activities, which is particularly valuable in those countries where the space for civil society to operate has narrowed. Finally, the evaluation team notes that **the scope of FLC cooperation includes both countries where Finland has extensive development cooperation and others where representation is limited to a roving ambassador**. This influences the extent to which MFA can apply broader HRBA experience in its engagement with FLC grantees.

## Institutional Cooperation Instrument (ICI)

The ICI supports Finnish government agencies' and public bodies' participation in development cooperation. In MFA's long-term partner countries, the ICI is guided by the country programmes. **While the HRBA Guidance Note doesn't explicitly refer to ICI, also ICI interventions are required to apply HRBA, at least on the human rights sensitive level**, as stated in the Institutional Cooperation Instrument Manual (MFA, 2021a). According to the Manual, the proposals should include a plan on how HRBA is applied in the project, and the progress reports include questions on the fulfilment of the *do no harm principle* and results in advancing the rights of specific



stakeholders. The ICI synthesis report (MFA, 2021b) notes that **there is effectively no standard level of requirements for ICI projects in how to integrate HRBA in practice, as the interpretation of the requirements depends on the responsible MFA programme officer.**

## Private sector instruments

According to the Guidance Note, all private sector interventions should be at least human rights sensitive. **Partners are required to conduct a basic assessment of the impact on human rights** of their funded business operations funded by MFA, and **the findings of these assessments are taken into account** for avoiding or mitigating negative effects on human rights. Private sector partners are also required to align their business operations with the UN Global Compact Principles that cover the companies' responsibility to respect human rights with specific attention to the ILO core labour Standards. The Guidance Note also states the aim of private sector partners to act fully in accordance with the UNGPs, in particular by adopting due diligence processes.

The Guidance Note also states that, in addition to the above requirements in the assessment of funding proposals of private sector instruments, **priority should be given to projects that directly or indirectly enhance human rights or socially responsible businesses that empower groups in vulnerable and marginalised situations.** Furthermore, projects receiving funding should offer solutions to developing countries to promote decent employment and inclusive economic development and to meet social and environmental development challenges<sup>1</sup>.

In the **monitoring and dialogue** with private sector partners, MFA should focus on the application of human rights principles in line with the UNGPs and the UN Global Compact, as well as on the achievement of expected results and their linkages to the realisation of human rights. MFA may also consider funding and support to strengthen partners' human rights-related capacities.

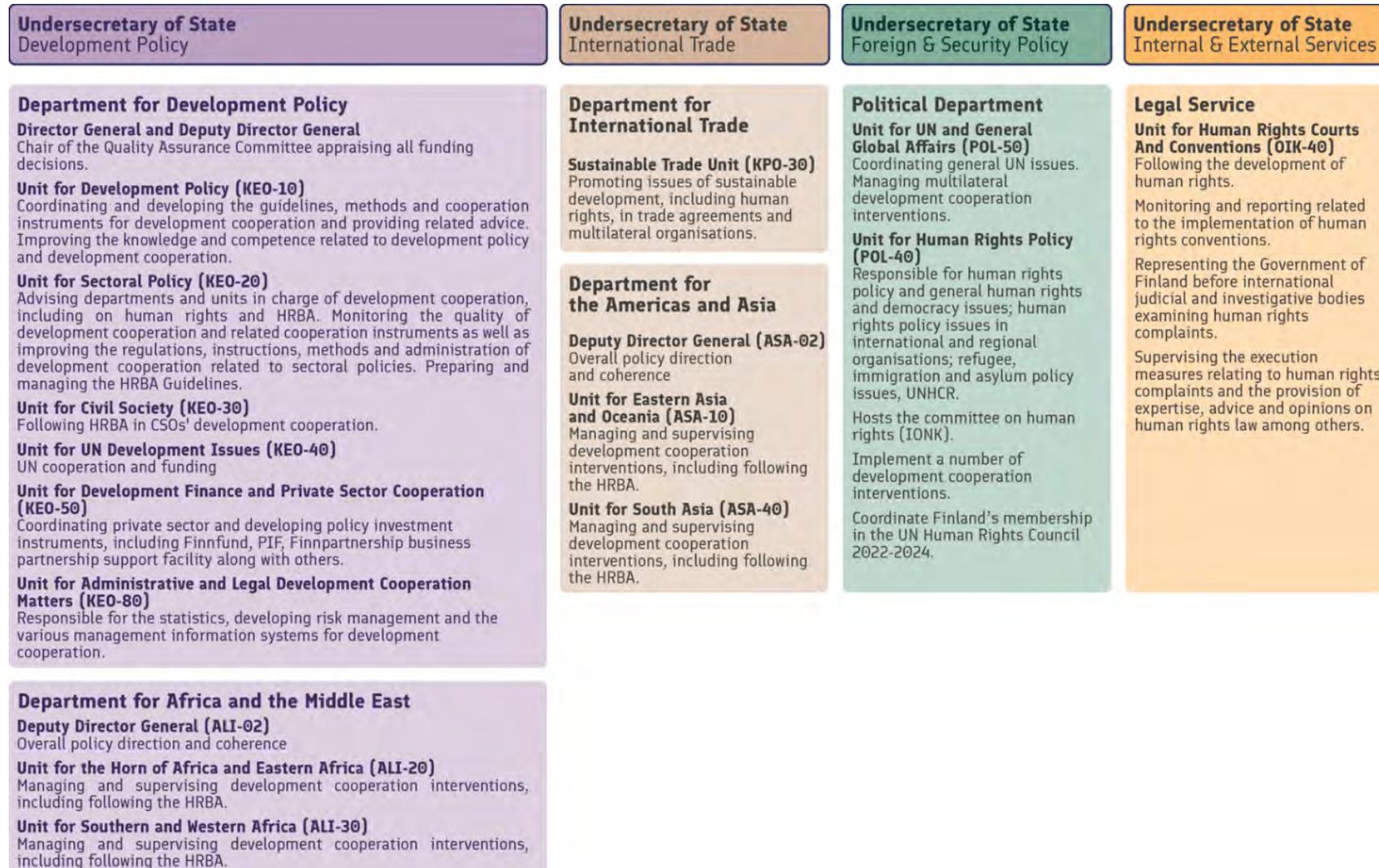
In the **governing bodies** of institutions managing the private sector instruments, MFA uses its role as an owner to strengthen HRBA application in the institutions' strategies, policies, guidance and operations. Application of safeguards policies of international finance institutions (IFI) is encouraged when applicable.



### 3.3 Overall institutional structure of the Ministry for Foreign Affairs

Figure 3 presents the organisational structure of the MFA in relation to operationalising the HRBA.

Figure 3 Organisational structure of the MFA in relation to operationalising the HRBA



Source: Evaluation team



In addition to the cooperation instruments and modalities, the evaluation team has considered the status and capacities of the MFA. Throughout this report, the evaluation has considered how well the MFA is suited for the HRBA-related tasks it is responsible for. Although a comprehensive organisational analysis of the MFA is beyond the scope of the evaluation, findings recognise that the MFA's human resources in development cooperation are over-stretched. The development cooperation administration has faced pressures to downsize due to the government-wide staffing cuts affecting the whole MFA and cuts (38%) of the development cooperation budget in 2016 (OECD, 2017). Furthermore, a large part of the personnel is diplomatic staff, who are frequently rotating, leading to limited institutional memory and knowledge generation (Karhu & Lanki, 2022). The OECD Development Co-operation Peer Review 2017 found that the caps on staffing levels restrict Finland's capacity to deliver its ambitious development policy, and increased workloads have reduced the capacity for analysis, programmatic oversight, and the scope for direct bilateral implementation. The understaffing has also been consistently raised in MFA's centralised evaluations (Mikkola & Äijälä, 2023)



## 4. Findings

### 4.1 HRBA as evidenced in documents

**EQ1: How and to what extent has the Human Rights-Based Approach been applied in the planning, implementation, monitoring and reporting of development cooperation funded by the Ministry (document-based analysis)?**

#### Summary answer

There is considerable ambiguity and variation in how HRBA is understood and how it is described in plans and reports across the different cooperation instruments and modalities. This is despite widely respected policies and guidelines. Human rights concepts are often implicit, and particularly in private sector and ICI interventions, there are plans and reports with little direct reference to HRBA per se. Where mentioned, plans are relatively ambitious and appear to reflect partner intentions based on human rights policies, which in turn may reflect the elements in the MFA guidance note on HRBA. Reported results are notably less ambitious than plans. Evidence of HRBA-related results may be limited due to short intervention timeframes and under-reporting of HRBA results. Furthermore, the emphasis on different aspects of HRBA varies with regard to different cooperation instruments and also in different types of documents. This makes it difficult to state categorically what aims and policies are being pursued. This is further complicated by the fact that even where *intentions* are progressive or transformational, there is a lack of explanation about the *processes* through which these intentions will be ensured. Analysis of selected country programmes indicates that HRBA is central to how intended goals and processes are formulated. Country programme plans and reporting are well anchored in HRBA concepts, which are strongly framed within the unique national political processes.

The specific findings related to the sub-questions EQ1.1 and EQ1.2 consist primarily of analyses based on the data science component of this evaluation, triangulated with findings from the evaluation team's document review. The documents reviewed for this section concerned a sample of interventions under each cooperation instrument category covered in this evaluation. They were assessed in order to broaden the scope from documents analysed by the data science analysis.

While the data science analysed one plan and one report document without annexes per intervention, the desk review covered the project proposals and plans and their annexes, progress, review and evaluation reports, and other relevant project documents. The results of the evaluation team's review are discussed and presented through selected examples. The team's document review intended to identify certain trends and divergences within the cooperation instruments and the intervention sample in relation to the data science findings. Some reference is made to MFA's instrument-specific HRBA-related guidance that has been described in chapter 3.2 and further analysed in findings on EQ2.1.



The data science component included three methods, as described in **Box 1** below. The data science component is described in detail in the report *Applying Data Science Techniques in the Evaluation of Human Rights Based Approach (HRBA) in Finland's Development Policy and Cooperation 2019-2021* (dav|consulting, 2023).

#### **Box 1 Summary of approaches applied in the data science component**

##### **Summary of approaches applied in the data science component**

Three automated methods were used to assess the extent and ways that HRBA has been applied in Finnish development cooperation. The relatively straight-forward rules-based approach used a tailor-made analytical framework containing a set of rules for how to **classify HRBA content into different categories (HRBA levels) by targeting keywords**. This analysis included 820 planning and reporting documents in English and Finnish (one plan and one report for each sample intervention) of a wide range of interventions approved for funding in the time period of 2019-2021. Its overall finding was that the largest proportion of interventions could be labelled as HRBA transformative. Almost half of the documents were assessed as either partially sensitive or blind. The rules-based analysis included two additional HRBA levels: partially sensitive and partially progressive. In this report, partially sensitive is grouped with sensitive, and partially progressive with a progressive level of HRBA language.

The second and more novel approach used a state-of-the-art pre-trained machine learning language model for labelling the HRBA ambition levels. The approach used numerical vectors to **compare the semantic similarity between the intervention documents** and the HRBA level descriptions and **exemplary paragraphs for each HRBA level**. The machine learning approach used a subsample of 624 documents, as only documents in English could be included. This method found a relatively even distribution of the three HRBA ambition levels across the interventions.

The third approach did not classify the documents according to HRBA ambition levels but instead looked at **which topics the interventions referred to when discussing human rights**. This was done by extracting noun chunks from sentences containing the phrase "human right(s)", as they should thus be interpreted as content which often comes up when human rights are mentioned. This involved recording noun frequencies in English language documents.

*Source: Evaluation team based on the data science report (dav|consulting, 2023)*

**In the data science component, the rules-based method looked for evidence of using explicit HRBA terms such as 'duty-bearer'. The machine learning approach looked for evidence of text paragraphs that matched the example paragraphs given by the evaluation team for each HRBA level and so allowed for a more nuanced language. The third approach looked at what nouns are the most common ones in the documents.**

**The data science methods have their own limitations.** The rules-based analysis that was based on the terminology in the HRBA Guidance Note looked at the existence of those terms and their synonyms in the documents only. Certain 'grey areas' exist where HRBA may be present but not



framed in the terminology that may be expected. Similarly, the approach using machine learning only looked at similarities between text paragraphs and nothing more.

The data science methods brought out the variety of ways that Finland's partners, based on the language used in their plans and reports, understand and apply HRBA. Before delving into this data below, it is important to stress that HRBA cannot be assumed to always reflect fixed and explicit categories of activities and results. **As will be described below, the descriptions of the application of HRBA, terminology and depth of description are varied in plans and progress reporting documents. This evidence is, therefore, difficult to compare and subject to differing interpretations.**

References are also made to the HRBA levels assigned by the MFA in the intervention planning stage<sup>2</sup>. As also noted in the data science report (dav|consulting, 2023), **the intention of presenting the data science findings together with the MFA markers should not be seen as an accuracy test but rather an assessment of how the data science findings align with the data from earlier self-assessments.**

#### 4.1.1 HRBA in plans

**EQ1.1 To what extent do interventions meet the criteria for the level of ambition identified during the planning stage in practice according to evidence?**

**Finding 1.1 Plans for HRBA are relatively ambitious and reflect the elements in the MFA guidance note on HRBA. Even where *intentions* are progressive or transformational, there is often a lack of explanation about the *processes* through which these intentions will be ensured.**

The nature of language in the plans reflects partners' varying levels of awareness and commitment to human rights principles. In some cases, there are clear indications of efforts to align plans to reflect the wording used in the MFA Guidance Note. In other cases, the terminology reflects the partner's own human rights framing. Other plans suggest minimal awareness of human rights concepts in general.

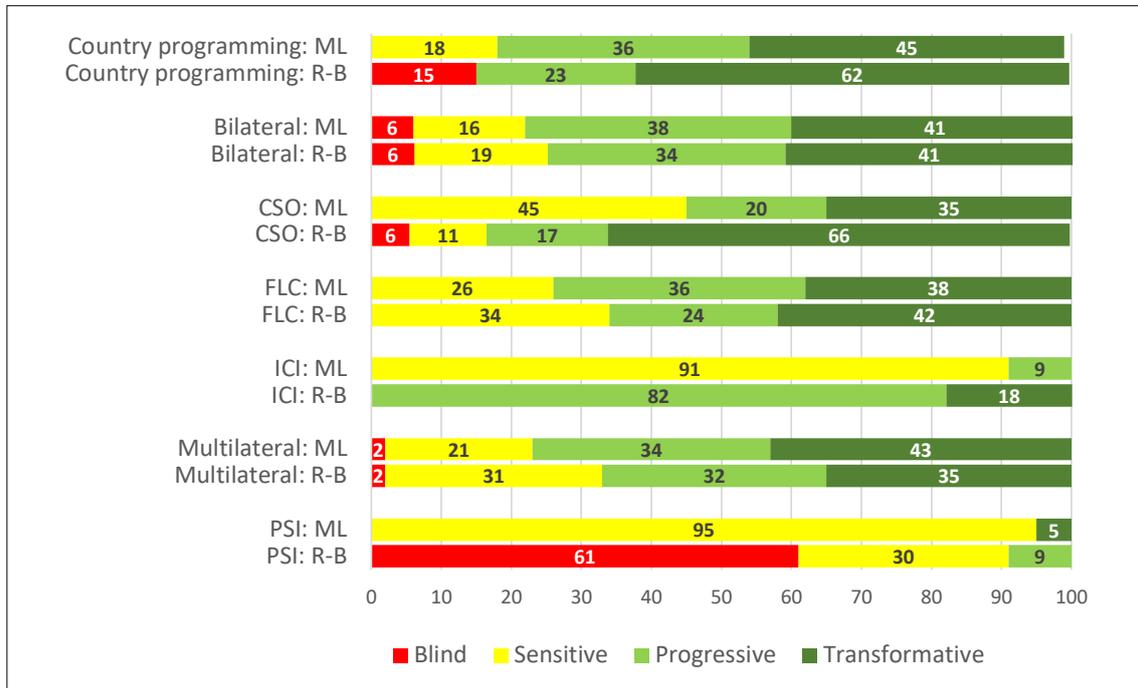
**The HRBA descriptions often directly reflect the MFA Guidance Note.**

The assessed levels of ambition in plans vary considerably in relation to the different cooperation instruments and modalities (Figure 4). Although the results of the two methods are presented side by side, the reader should not compare them with each other because the results differ due to the differences in the methods. Documents reviewed using the two methods remain the same.

<sup>2</sup> HRBA markers for each intervention in the MFA AHA-kyt management information system



**Figure 4 HRBA levels of ambition in plans by cooperation instrument and modalities (%) based on rules-based (R-B) and machine learning (ML) analyses**



Source: Evaluation team based on the data science report (dav|consulting, 2023)

Below, we discuss the findings from the data science methods and other documents reviewed.

## Bilateral cooperation

**Country programmes (previously referred to as strategies) are a modality with which to steer a range of cooperation instruments in MFA's long-term partner countries.** The evaluation team, therefore, has analysed these programmes separately. It is recognised, however, that this distinction is perhaps arbitrary given the complex process through which MFA categories have evolved over time.

**In general, country programmes and bilateral and multi-bi plans indicate somewhat higher ambition levels compared to the other instruments, but it is noted that this may reflect greater awareness of related terminology and skills in drafting development cooperation plans rather than actual intentions.** In this regard, it can be noted that country programmes have the highest proportion of transformative intentions, followed by bilateral cooperation, reflecting the greater involvement of MFA advisors and embassy staff in these aspects of plans and implementation.

## Country programming

**Based on both rules-based and machine learning analyses, country programme plans are among the most ambitious.** The level of plans assessed as transformative is 62% based on rules-based analysis and 45% based on machine learning analysis. While assessing a higher share



**Country programming places HRBA as a central commitment but instructions for applying are generally vague.**

of plans as transformative, the rules-based analysis assesses 15% of country programme plans as blind. Based on the machine learning analysis, the majority (81%) were either transformative or progressive.

The guidance for the preparation of country strategies and country programmes places human rights as a central component of government values, includes both HRBA and cross-cutting objectives (CCOs), and defines expectations for conducting human rights-related analyses. However, on the level of more detailed instructions, HRBA is much more vaguely reflected. The evaluation team assesses that deficiencies in the MFA guidance on preparing country strategies and country programmes are ultimately not an obstacle to the inclusion of HRBA in country programme processes. The **Boxes 2-6** illustrate how HRBA is applied in planning in a manner tailored to each country's political economy. Some plans make specific reference to HRBA levels, whereas others focus more on the overall human rights situation. Given the long-term processes in which the countries are engaged, HRBA is strongly anchored in an awareness of what HRBA concepts mean and how they should be prioritised at the national level and within ongoing processes. Some emphasise governance, others protection.

#### **Box 2 HRBA in plans: Country programme for development cooperation with Tanzania 2021-2024**

##### **Country programme for development cooperation with Tanzania 2021-2024**

One of the two impact areas in the country programme is “Inclusive development through active citizenship”. This consists of a clear focus on rights-holders and human rights defenders, together with related civic space, with HRBA being described as being inherent in all development cooperation. As such, the space for HRBA is in focus, which reflects the tendencies towards the closing of civic space that prevailed, particularly at the start of the programme. The risk management plan strongly highlights these risks to achieving programme objectives.

*Source: (MFA, 2021e)*

#### **Box 3 HRBA in plans: Country programme for development cooperation with Mozambique 2021-2024**

##### **Country programme for development cooperation with Mozambique 2021-2024**

Compared to Tanzania, the Mozambique country programme gives human rights somewhat less prominence but includes promoting gender equality, social inclusion and the protection of persons in vulnerable situations. Its focus on quality and equity in education is described as implying an embedded focus on HRBA principles. Furthermore, the theory of change emphasises the social contract between the state and the people through inclusive and participatory processes. As such, the transparency and accountability of duty-bearers is also stressed. The monitoring, evaluation and learning plan places heavy emphasis on analyses related to the political economy and how to ensure that gender initiatives are more transformative.

*Source: (MFA, 2021b)*



#### **Box 4 HRBA in plans: Country programme for development cooperation with Kenya 2021-2024**

##### **Country programme for development cooperation with Kenya 2021-2024**

The Kenya country programme heavily emphasises the rights of women and girls through increased participation by rights-holders and accountability and capacity of duty-bearers. Outputs emphasise assumptions that awareness and understanding by both rights-holders and duty-bearers are the main ways to achieve these rights-based outcomes. Risks to achieving these outcomes are assumed to be relatively low. In sum, the plans are clearly focused on human rights, although HRBA is not explicitly emphasised per se.

*Source: (MFA, 2021a)*

#### **Box 5 HRBA in plans: Country programme for development cooperation with Somalia 2021-2024**

##### **Country programme for development cooperation with Somalia 2021-2024**

The Somalia country programme emphasises inclusion and participation as a way to increase confidence in the state and with that, a stronger social contract. This includes increasing participation by women, youth and marginalised groups. Outcomes highlight SRHR and preventing gender-based violence (GBV) and female genital mutilation (FGM). In this respect, human rights are framed as a protection issue as well as being an essential part of inclusive democratisation and peacebuilding. Policy reform to overcome FGM and GBV, as well as the development of services targeted towards vulnerable women, are ways that the accountability and capacity of duty-bearers are to be enhanced. Risk levels to achieve these outcomes are judged to be high.

*Source: (MFA, 2021d)*

#### **Box 6 HRBA in plans: Country programme for development cooperation with Palestine 2021-2024**

##### **Country programme for development cooperation with Palestine 2021-2024**

The country programme stresses bringing together a systematic application of HRBA with the humanitarian-development-peacebuilding nexus. Inclusive state-building is the means to achieve this. Participation by youth and women and citizen-centred services is the focus through which more effective and accountable governance will be improved. Accountability of both the Palestinian Authority and the Israeli government are to be addressed. The protection and resilience of Palestinian communities in vulnerable circumstances are to be enhanced. Risks to achieving these outcomes are judged to be high. The monitoring, evaluation and learning plan gives considerable emphasis to assessing progress in leveraging the work of civil society to strengthen accountable governance.

*Source: (MFA, 2021c)*



## Bilateral projects

Looking at the more nuanced language, the analysis indicates that bilateral interventions' plans are ambitious, with 41% transformative and 38% progressive, while 6.2% are assessed as blind. Comparison of the HRBA levels assessed by the MFA in the planning stage and machine learning estimates for bilateral interventions show a very high degree of variance, with only 38% of interventions having the same HRBA level based on the MFA marker and the machine learning analysis. This might be interpreted to suggest that the machine learning data reflects the greater skills that bilateral partners have in aligning the statements in their plans with the comprehensive HRBA guidance of the Manual for Bilateral Programmes (MFA, 2018b), whereas the MFA markers reflect a more cautious judgement based on more in-depth knowledge at embassy level of the content of these programmes.

Analysis of keywords suggests that a larger share of plans are sensitive (41%) compared to the machine learning analysis, while the share of transformative and blind are equal based on both analyses.

The team's review of the project plans, annexes and other planning-related documents beyond the data science exercise supports the main finding from the data science analysis. As illustrated by the two examples below (**Box 7 and 8**), the plans for the analysed bilateral projects are ambitious. Yet, the examples also show that the strength and ambition of the HRBA language and narrative vary across the different dimensions of HRBA, even within the plan for a single bilateral project.

### **Box 7 HRBA in plans: Strengthening accountability TWAVEZA Core support to strategic plan**

#### **Cooperation instrument: bilateral**

#### **Project: Strengthening accountability TWAVEZA Core support to strategic plan**

The plan for this bilateral project is explicit regarding the role of the state to ensure and protect important rights and freedoms, including freedom of information and expression, freedom of assembly and association, human rights, and the rule of law to ensure the existence of effective civic space. The project is, at its core, rights-based, but does not use some of the key concepts of the HRBA, such as rights-holders, duty-bearers, or non-discrimination, while transparency, accountability, and participation are widely referred to as well as the inclusion of "citizens' voice". There is no mention of minorities or persons with disabilities, while the situation, voice and agency of young and adult women are highlighted. Participation is key to the project but not phrased in rights-based processes.

*Source: TWAVEZA project documentation*



### Box 8 HRBA in plans: FORVAC – Forestry and value chains development programme

#### Cooperation instrument: bilateral

#### Project: Forestry and value chains development programme (FORVAC)

The project/programme document for this bilateral project has three versions: the original project document, an edited version after the inception phase (2019) and the updated version for the project extension (2022). HRBA is increasingly mentioned in these three documents, explaining what HRBA is about and that the project targets the capacity of both rights-holders and duty-bearers. The updated version from 2019 has an annexed Human Rights and Gender Assessment, while the version from 2022 has an annex that elaborates well on what HRBA is and what FORVAC could do to strengthen its HRBA. The focus is mainly on the inclusion of women and rights-holders with disabilities and the awareness of the community at large on their rights related to community-based forestry management, including different value chains.

*Source: FORVAC project documentation*

### Cooperation with civil society organisations

Looking at the similarities of the paragraphs, CSO cooperation shows that strikingly many, in relation to other cooperation instruments and modalities, are merely sensitive (45%). This could be seen as surprising given that CSOs might be expected to have a deep awareness of HRBA. Furthermore, HRBA-related expectations are clearly reflected in the requirements for funding applications of project and programme based support to Finnish NGOs as well as INGO's development cooperation funding applications. When keywords are looked at, however, the CSOs have the highest share of transformative plans (66%) of all analysed cooperation instruments, demonstrating their usage of explicit HRBA-related language.

The MFA-assigned HRBA levels are considerably higher (progressive) than the results from the machine-learning method, which again could reflect greater awareness of the content of these programmes.

**CSOs use explicit HRBA terminology well.**

The below example from the plans analysed by the evaluation team shows that while the funding application and other planning-related documents of “Minority Rights Group International” from Disparity to Dignity do not explicitly spell out commitment to HRBA by using the term, based on the team's analysis, it does indicate a strong and ambitious intention for its application (**Box 9**).



### Box 9 HRBA in plans: Minority Rights Group International – From Disparity to Dignity

**Cooperation instrument: CSO (INGO)**

**Project: Minority Rights Group International (MRG) – From Disparity to Dignity**

The project document does not explicitly spell out MRG's commitment to a HRBA. It does, however, show that MRG, in practice, applies a HRBA in its own operations and supports its partners' rights-based initiatives. The organisation aims to promote and protect human rights and its strategy, and activities for achieving its human rights goals are grounded in the principles of a human rights-based approach, and primarily focus on empowerment of discriminated and marginalised rights holders and communities.

*Source: MRG project documentation*

### Funds for local cooperation

FLC plans are fairly evenly distributed across the levels at 26% sensitive, going up to 36% and 38% progressive and transformative when looking at the machine learning estimates. Notably, half of the FLC plans had a higher machine learning estimate than the MFA marker, and the largest difference is in the transformative level, with only 4% of plans being transformative based on the MFA marker. Looking at key words, the results indicate a larger share of transformative (42%) and sensitive (45%) plans than the machine learning analysis.

The FLC calls for proposals have included the general requirement to align the proposed projects with the HRBA Guidance Note, while the reviewed documents have not included cooperation instrument specific guidance for applicants.

The evaluation team's analysis of the FLC interventions' plans indicates that the level of HRBA ambition varies from one plan to another. Moreover, as illustrated in the examples below, while in some cases the language used in the plan is human rights language, the plan does not present the intervention's human rights-based approach (**Box 10**). Similarly, there are cases where the use of explicit human rights language in the plan is limited, but clearly, the intervention's explicit aim is to address the rights of a specific group of people (**Box 11**).

### Box 10 HRBA in plans: Tanzania Human Rights Defenders Coalition

**Cooperation instrument: FLC**

**Project: Tanzania Human Rights Defenders Coalition (THRDC)**

The project document presents THRDC's outcomes and performance indicators in terms of human rights and generally links the programme to international human rights standards. The project document does not explicitly refer to a HRBA and THRDC's application of the approach. The document does, however, apply HRBA terminology, using terms such as rights-holders and duty-bearers, and is partially applying these concepts in analysing the context in which the organisation operates.

*Source: THRDC project documentation*



**Box 11 HRBA in plans: Union of Disabled People’s Organization of Azerbaijan - Decent Employment for All**

**Cooperation instrument: FLC**

**Project: Union of Disabled People’s Organization of Azerbaijan - Decent Employment for All**

The application for this FLC project emphasises overcoming the exclusion of persons with disabilities in the labour market. They are not referred to directly as rights-holders, though there is a brief reference to the importance of them knowing their rights. There is generally little trace of HRBA language despite a strong implicit emphasis on disability inclusion. The need for authorities to change regulations to enable persons with disabilities to participate in society is emphasised without direct reference to the accountability of duty-bearers.

*Source: Decent Employment for All project documentation*

### **Institutional cooperation instrument**

Almost all, 91%-100% of ICI projects are sensitive according to the MFA’s internal markers and analysis of language similarity. Looking at keywords, however, provides a very different picture, indicating that 18% of ICI plans are transformative, 73% progressive, and 9.1% sensitive.

The evaluation team’s review of ICI plans and other planning-related documents suggests that HRBA integration is generally weak. As shown in the examples below, while broad statements of HRBA can be found, the plans may use needs-based or technical rather than rights-based language (**Box 12**) or the rights-based language is not part of the intervention’s theory of change (**Box 13**).

**ICI plans generally indicate a limited awareness of how HRBA will be applied.**

The ICI Manual published in 2021 includes guidance on HRBA, and the proposal format includes questions on how HRBA is applied in the project. However, this guidance is not reflected in many of the projects included in the sample of the data science analysis and case studies of this evaluation started before the manual was published.



**Box 12 HRBA in plans: Meteorology Project of the Ukrainian Hydrometeorological Centre and the Finnish Meteorological Institute**

**Cooperation instrument: ICI**

**Project: Meteorology Project of the Ukrainian Hydrometeorological Centre and the Finnish Meteorological Institute (UHMC-FMI)**

The project document (plan) states "*The project will fully support HRBA and ensure that no human rights are violated by any of the activities. The project also directly advances human rights in terms of gender equality and reduction of inequality.*" The plan tends to frame services in relation to needs rather than rights. For example, one of the outcomes is "*Weather and warning services customized to end-user needs and requirements*". However, the focus is on duty-bearer capacities which are framed in terms of accountability to the users of weather and climate information. Rights-holders are generally referred to as stakeholders, users, citizens or customers.

*Source: UHMC-FMI project documentation*

**Box 13 HRBA in plans: Partnership of the Finnish National Institute of Health and Welfare and the National Pension Scheme Authority in Zambia**

**Cooperation instrument: ICI**

**Project: Partnership of the Finnish National Institute of Health and Welfare and the National Pension Scheme Authority in Zambia**

This project assessed by MFA as human rights progressive and is aimed at developing, testing, and refining a social security scheme for informal sector and rural workers in Zambia. In the project plan linkages to the social security-related human rights norms are explained. Furthermore, the project was part of the African Union's Spirework Initiative guided by the ILO conventions on decent work and social work. However, despite these linkages and a strong emphasis on developing the capacities of government duty-bearers to fulfil their social security-related obligations, the HRBA remained implicit in the theory of change and overall design of the project that were described by using sector-specific technical terminology.

*Source: project documentation*

## **Cooperation implemented by multilateral organisations**

Based on the machine learning analysis, plans and proposals by multilateral organisations are primarily transformative (43%) or progressive (34%), indicating that work carried out by multilateral organisations has the largest share of transformative plans after country programme plans. The rules-based analysis of keywords provides a slightly less ambitious picture, with 35% of plans assessed as transformative. Interestingly, the MFA HRBA markers rate plans and proposals from multilateral organisations as considerably lower. The MFA HRBA marker was lower than the machine learning estimate in 46% of the cases.



Many multilateral partners, especially UN agencies, have their own HRBA guidance. MFA doesn't have separate guidance for HRBA in multilateral interventions, but in multi-bi interventions, the bilateral cooperation-related guidance, including the Manual for Bilateral Programmes (MFA, 2018b), is used.

The team's review of the project plans and other planning-related documents beyond the data science exercise shows the strong commitment of many multilateral partner organizations, especially the UN agencies, to HRBA. Support for the UNICEF innovation hubs in Helsinki is a global intervention that is not directly linked to specific regional or country-level development processes. This indirect role in promoting children's rights affects how HRBA is reflected in the project plans (**Box 15**). The multi-bi projects of UNFPA in Tanzania and Somalia are examples of how the multi-bi interventions include ambitious interventions in terms of HRBA (**Boxes 14 and 16**).



#### Box 14 HRBA in plans: CHAGUO LANGU HAKI YANGU

**Cooperation instrument: Multilateral (multi-bi)**

**Project: UNFPA: CHAGUO LANGU HAKI YANGU, Protecting the Rights and Choices of Women and Girls, particularly Women and Girls with Disabilities in the United Republic of Tanzania**

The plan for this multi-bi project is based on a HRBA and applies all key concepts of both human rights and HRBA language apart from transparency. It includes both human rights goals and describes how rights-based principles will be implemented through the project design. The project is new and had an extended inception period to strengthen the focus on girls and women with disabilities.

*Source: CHAGUO LANGU HAKI YANGU project documentation*

#### Box 15 HRBA in plans: Establishment of innovation hubs in Finland

**Cooperation instrument: Multilateral (thematic)**

**Establishment of innovation hubs in Finland**

The UNICEF Learning Innovation Hub and the Innovative Finance Hub focus on the development, testing and scaling of new solutions in the field of learning and innovative financing. The alignment of these hubs with UNICEF's child rights focused HRBA with explicit linkages to human rights instruments is described in project documents. The objective setting and indicators of the Learning Innovation Hub include an aspect of the right to education, while in the expected results and impacts of the Innovative Finance Hub the human rights perspective is not explicitly reflected. The risk framework includes some human rights risks and related risk mitigation measures.

*Source: project documentation*

#### Box 16 HRBA in plans: UNFPA Somalia women's and girls' well-being Country Programme

**Cooperation instrument: Multilateral (multi-bi)**

**UNFPA Somalia women's and girls' well-being Country Programme, Somalia**

The plan for this multi-bi project is based on a HRBA and applies all key concepts of both human rights and HRBA language apart from transparency. It includes both human rights goals and describes how rights-based principles will be implemented in the project design through empowerment and accountability processes.

*Source: project documentation*



## Private sector instruments

Analysis of private sector instruments' (PSI) plans focusing on Finnpartnership interventions show an overwhelming majority to be similar to HRBA sensitive (95%), with virtually none rated as transformative or progressive<sup>3 4</sup>. Looking at explicit HRBA terms, 61% of private sector plans are blind, 7% progressive, and none transformative.

The evaluation team's review supports the main finding from the data science analysis on the strong emphasis on human rights sensitive level in PSI interventions. This is in line with the expectations defined in the HRBA Guidance Note that focuses on human rights risk management in supported company activities that have been reflected, e.g. in the questionnaire for Finnpartnership applicants on development impacts. However, the below example (**Box 17**) shows that clear human rights linkages are not necessarily explicitly expressed in project plans and their annexes.

### Box 17 HRBA in plans: Identifying Fair Trade partners and starting cooperation in Kenya and Tanzania

#### Cooperation instrument: PSI (Finnpartnership)

#### Project: Identifying Fair Trade partners and starting cooperation in Kenya and Tanzania

The project implemented by Mifuko Oy launches partnerships with local workshops and companies with the aim of expanding and further developing ethical production of handcrafted home decor products for international markets. Mifuko Oy is a World Fair Trade Organization member, and the project plan states that its business is based on the principles of fair trade. This implies that the company monitors and reports on compliance with these human rights-related principles to the World Fair Trade Organization. The project plan describes the positive impacts of self-help groups producing baskets and the increased income to the female artisans and their families in remote communities. However, the project has a business development focus, and the HRBA terminology is not reflected in the project plan.

*Source: project documentation*

## 4.1.2 HRBA in reports

**EQ1.2 To what extent have the interventions delivered at the level of ambition of the initial HRBA marker identified at the beginning, as evidenced by documents?**

**Finding 1.2 The level of HRBA integration in reports is lower than in plans, as reporting can be expected to emphasise available evidence of results achieved. Such evidence is likely to be limited due to intervention timeframes being too short to achieve measurable and attributable influence on human rights.**

<sup>3</sup> PSI in the DS report included only Finnpartnership projects.

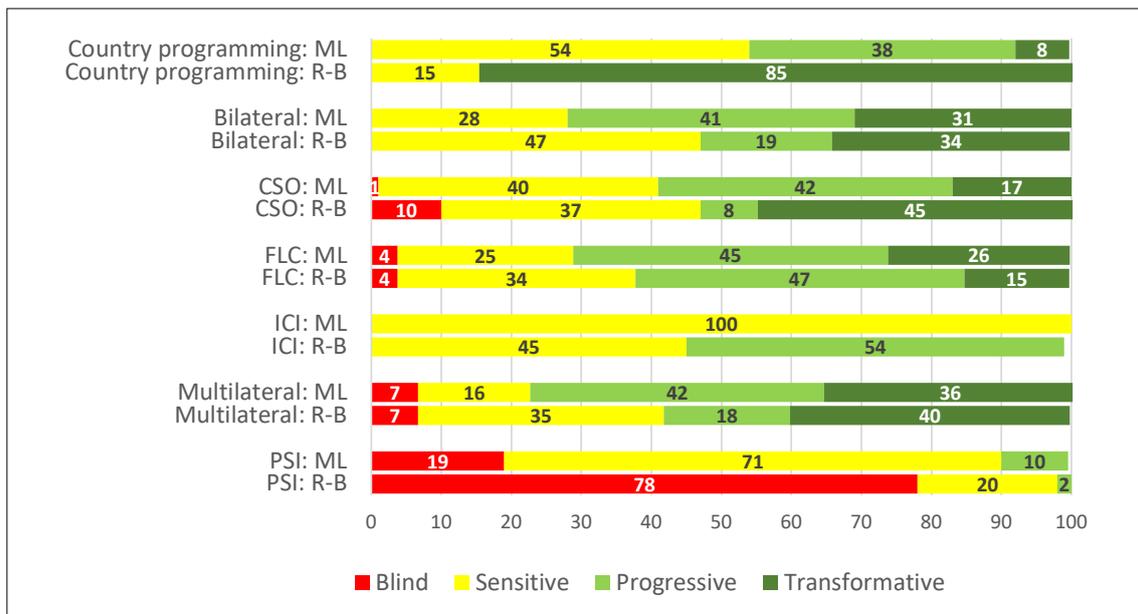
<sup>4</sup> It should be noted that the majority of the plans for private sector interventions were in Finnish. For that reason, they were excluded from the analysis. The analysis only looked at ones that were in English.



The language used in reports largely reflects two aspects of partners' application of HRBA. Most reports emphasise how they interpret MFA's current reporting instructions (which have changed over time). It appears that this includes both formal instructions and their interpretations of MFA expectations derived from their dialogue with MFA staff. These interpretations may lead partners to emphasise activities and outputs over outcomes. Secondly, the language applied inevitably also reflects the skills of partners in monitoring and then describing outcomes in reports. This appears to be a significant limitation in relation to reporting on outcomes in terms of attitudinal and behavioural change.

Below, cooperation instrument and modality-specific findings on reporting are presented. **The patterns of HRBA integration are largely similar in plans and reports, even though the HRBA levels of ambition are generally higher in the plans than in the reports.** Figure 5 provides an overview of levels of ambition in reports estimated by the data science analysis.

**Figure 5 HRBA levels of ambition in reports by cooperation instrument and modalities (%) based on rules-based (R-B) and machine learning (ML) analyses**



Source: Evaluation team based on the data science report (dav|consulting, 2023)

## Country programming

Looking at keywords, an impressive 85% of country programme reports are assessed to be transformative in terms of HRBA language. The machine learning results provide a different picture, with only 8% of reports being transformative, 38% progressive, and 54% sensitive.

Similar to country programme plans, the evaluation team assessed that the ways that HRBA is reflected in country programme reporting vary depending on the country context. These examples (**Boxes 18-22**) indicate how **embassies are actively adapting programming in pursuance of human rights objectives deemed relevant at a national level**. This includes relative emphasis on the issues deemed salient in relation to the human rights, conflict and political economy assessments, as well as the nature of the ongoing national dialogues on different human rights issues.



**Box 18 HRBA in reports: Country programme for development cooperation with Tanzania 2021-2024**

**Country programme for development cooperation with Tanzania 2021-2024**

Reporting describes the transition away from an environment where human rights were increasingly constrained under the earlier national leadership to one where improvement was possible. Learning from experience, for example, in gender and social inclusion in forestry, is highlighted, as are efforts to work with a range of stakeholders on disability inclusion.

*Source: (MFA, 2021e)*

**Box 19 HRBA in reports: Country programme for development cooperation with Mozambique 2021-2024**

**Country programme for development cooperation with Mozambique 2021-2024**

The results report makes reference to the Universal Periodic Review and the government's response. A proposed revised theory of change places greater emphasis on HRBA, including a wider conceptualisation of accountability and participation.

*Source: (MFA, 2021b)*

**Box 20 HRBA in reports: Country programme for development cooperation with Kenya 2021-2024**

**Country programme for development cooperation with Kenya 2021-2024**

Reporting strongly emphasises results related to women's participation in decision-making and political processes, which is framed by the devolution process underway in Kenya. Finnish contributions to accountability through policy change are also described. Efforts to link these women's inclusion efforts to disability inclusion are highlighted. In sum, the plans and reporting are clearly focused on human rights, although HRBA is not explicitly emphasised per se.

*Source: (MFA, 2021a)*

**Box 21 HRBA in reports: Country programme for development cooperation with Somalia 2021-2024**

**Country programme for development cooperation with Somalia 2021-2024**

Reporting makes reference to the UPR report of May 2021. Finland took part in many fora where it was able to raise human rights concerns. All except one of the projects in the country portfolio are assessed to be progressive, and reporting notes that there are also transformative achievements when root causes are addressed. It is acknowledged though, that these gains are being made against a backdrop of a grim human rights context.

*Source: (MFA, 2021d)*



#### **Box 22 HRBA in reports: Country programme for development cooperation with Palestine 2021-2024**

##### **Country programme for development cooperation with Palestine 2021-2024**

Reporting on human rights and CCOs leans towards CCO issues related to gender equality and disability inclusion. There is a focus on the processes towards women's rights, but it is also noted that the lower proportion of boys in education needs to be addressed. The focus of HRBA-related reporting reviewed is on processes rather than outcomes.

*Source: (MFA, 2021c)*

### **Bilateral projects**

Reporting of bilateral projects shows a relatively high level of HRBA language in reports in the machine learning analysis, with 31% judged as transformative and 41% progressive. The results of the keyword analysis indicate similar levels for transformative interventions (34%), while only 9.4% are progressive (the rest being sensitive). The share of reports assessed by machine learning as transformative is, however, lower than plans assessed as transformative (41%), and the same is also reflected in the results of the rules-based analysis. No bilateral reports were found to be blind by either of the data science analyses. The evaluation team interprets this as possibly indicating a relatively close familiarity with MFA intentions and awareness of the minimum standards for sensitivity, as well as key concepts associated with progressivity and transformation.

The examples below from the evaluation team's review of project reporting documents exemplify how two bilateral interventions that are ostensibly strong in HRBA nonetheless are relatively weak in applying these concepts in the terminology used in their reporting (**Boxes 23 and 24**).

#### **Box 23 HRBA in reports: Strengthening accountability TWAVEZA Core support to strategic plan**

##### **Cooperation instrument: Bilateral**

##### **Project: Strengthening accountability TWAVEZA Core support to strategic plan**

The reporting is explicit on empowerment processes but does not refer to a HRBA or some of its core concepts. Instead, concepts like demand side (citizens) and supply side (government), human dignity instead of human rights, are used. The role of different rights-holders in accountability and transparency processes are widely discussed, but the words rights-holder or duty-bearers never used.

*Source: TWAVEZA project documentation*



#### **Box 24 HRBA in reports: Forestry and value chains development programme**

**Cooperation instrument: Bilateral**

**Project: FORVAC – Forestry and value chains development programme**

The latest reviewed report from 2022 does not report on any HRBA-related activities. This is despite the fact that the updated programme version had a list of how FORVAC could strengthen their HRBA. The intention to work with HRBA as a goal and a process is explicit but reported to a very limited extent. Reports from 2021 describe activities related to the inclusion of young people, women and persons with disabilities and discusses HRBA principles and how they will impact on future implementation. Though the capacity building of duty-bearers is mentioned there is nothing in the report that relates to their awareness on HRBA in particular and their accountability, but rather technical skills around value chains.

*Source: FORVAC project documentation*

### **Cooperation with civil society organisations**

CSO reporting is, to a large extent, similar to progressive (42%) and transformative (17%). Looking at keywords, the HRBA integration in reports is at the transformative level in 45% of reports, which is the highest share of the analysed cooperation instruments, right after country programme annual reports. However, based on analysis of keywords, 10% of reports are HRBA blind, with no use of explicit HRBA terminology.

The example of the reporting of the Minority Rights Group focuses on human rights but does not have explicit references to HRBA as an approach (**Box 25**).

#### **Box 25 HRBA in reports: Minority Rights Group International**

**Cooperation instrument: CSO (INGO)**

**Project: Minority Rights Group International**

The MRG's reporting does not explicitly refer to the application of a HRBA, but both the presentation of results and the strategies and activities applied to reach these results are firmly grounded in the approach.

*Source: MRG project documentation*

### **Funds for local cooperation**

FLC reporting shows that the language is, to a large extent, similar to progressive (26%) and transformative (45%). The keyword analysis provides a slightly less positive picture, with 15% of reports having a transformative level of HRBA language, 47 % progressive, 34% sensitive and 4% blind, with no explicit mention of any of the HRBA terms. In contrast, the MFA's own assessment through the HRBA markers is lower. 55% of the interventions are marked progressive, and only 4% transformative.



The THRDC example on FLC project reporting (**Box 27**) illustrates how, even when objectives are framed in human rights terms, there is more difficulty in applying HRBA with regard to processes. The Decent Employment for All project (**Box 26**) exemplifies how, in some countries, it is extremely difficult to report explicitly on human rights aims or processes.

#### **Box 26 HRBA in reports: Decent Employment for All**

**Cooperation instrument: FLC**

**Project: Union of Disabled People’s Organization of Azerbaijan - Decent Employment for All**

The reporting is very heavily activity-focused, with little reference to concepts that could be associated with HRBA apart from mention of support to employers in creating “inclusive workplaces”. It should be noted that documenting outcomes in terms of direct reference to human rights is particularly challenging in the Azeri context.

*Source: Decent Employment for All project documentation*

#### **Box 27 HRBA in reports: Tanzania Human Rights Defenders Coalition**

**Cooperation instrument: FLC**

**Project: Tanzania Human Rights Defenders Coalition (THRDC)**

In reporting, the organisation’s expected results are formulated in terms of human rights. The use of a HRBA as a means for reaching the goals is not explicit. Key concepts such as rights-holders, duty bearers, and focus on those most marginalised are not consistently used.

*Source: THRDC project documentation*

### **Institutional cooperation instrument**

The machine learning analysis found all ICI project reports sensitive. This is fully in line with the MFA markers and the results on the plans. Similarly, as for ICI plans, the keyword analysis provides a more positive picture of ICI reports, with 36% having a progressive level of HRBA language, while the rest is at the sensitive level. Based on the evaluation team’s document review, the integration of HRBA language in ICI reports is generally weak.

**Gender and disability are possible entry points to broader learning about HRBA.**

The below examples from the evaluation team’s analysis of progress and final reports of ICI projects (**Boxes 28 and 29**) demonstrate the limited but positive steps taken to introduce greater reference to HRBA concepts. These include an emphasis on gender and disability, suggesting that CCOs are an entry point to begin discussing human rights in reporting.



#### Box 28 HRBA in reports: UHMC-FMI Meteorology Project

**Cooperation instrument: ICI**  
**Project: UHMC-FMI Meteorology Project**

The reporting includes some examples of gender equality efforts. Also, the documentation highlights a readiness to listen to the users of the services, even though this is not explicitly phrased in HRBA terms referring to right-holders. Note that, due to the war the focus of the limited reporting shifted.

*Source: UHMC-FMI project documentation*

#### Box 29 HRBA in reports: THL-NAPSA Partnership

**Cooperation instrument: ICI**  
**Project: THL-NAPSA Partnership**

The reports are written in a sector-specific technical language, and the HRBA logic of the project remains largely implicit. However, an increasing emphasis on gender equality and inclusion of persons with disabilities in the social security scheme is reflected in the reports. The limited project timeline hinders reporting on human rights impacts, i.e. actual improvements in the realisation of the right to social protection.

*Source: THL-NAPSA project documentation*

### Cooperation implemented by multilateral organisations

Reporting from multilateral partners is similar to progressive (42%) and transformative (36%) when looking at the more nuanced language. Similarly to the trend seen in other cooperation instruments and modalities, the reports are less transformative than plans (43%). There are more reports at the transformative level (40%) when keywords are looked at. Only 9% were progressive, 44% were sensitive, and 7% were blind, without any mention of HRBA terms.

The example from the evaluation team's analysis of progress reports of the UNICEF Innovation Hubs illustrates that in global-level initiatives, the processes for achieving human rights results may take time, while also, in the long run, reporting on indirect contributions to human rights at the local level may be challenging (**Box 31**). The example of the multi-bi project in Somalia illustrates how multilateral organisations, presumably well-experienced in HRBA, are able to apply these concepts accordingly (**Box 30**).



#### Box 30 HRBA in reports: CHAGUO LANGU HAKI YANGU

**Cooperation instrument: Multilateral (multi-bi)**

**Project: UNFPA: CHAGUO LANGU HAKI YANGU, Protecting the Rights and Choices of Women and Girls, particularly Women and Girls with Disabilities in the United Republic of Tanzania**

The reporting (inception report) is based on a human rights language and UNFPA reports that they made a deliberate shift towards a more disability-inclusive language.

*Source: CHAGUO LANGU HAKI YANGU project documentation*

#### Box 31 HRBA in reports: Establishment of innovation hubs in Finland

**Cooperation instrument: Multilateral (thematic)**

**Establishment of innovation hubs in Finland**

The progress reports of the UNICEF Learning Innovation Hub and the Innovative Finance Hub are related to the establishment and development of the hubs. The reporting understandably focuses on activities without explicit reference to HRBA.

*Source: UNICEF project documentation*

### Private sector instruments

Reporting from private sector partners is similar to blind in 19%, sensitive in 71%, and progressive in 10% of the cases. No transformative report cases were found by the machine learning method.<sup>5</sup> The keyword analysis, which also included documents in Finnish, estimates that 78% of the private sector reports are blind.

The example below illustrates how a private sector partner applies their own human rights-related concepts in their reporting instead of HRBA language (**Box 32**).

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<sup>5</sup> It should be noted that the majority of the reports for private sector interventions were in Finnish. For that reason they were excluded from the analysis. The analysis only looked at ones that were in English.



### Box 32 HRBA in reports: Identifying Fair Trade partners and starting cooperation in Kenya and Tanzania

#### Cooperation instrument: PSI (Finnpartnership)

#### Project: Identifying Fair Trade partners and starting cooperation in Kenya and Tanzania

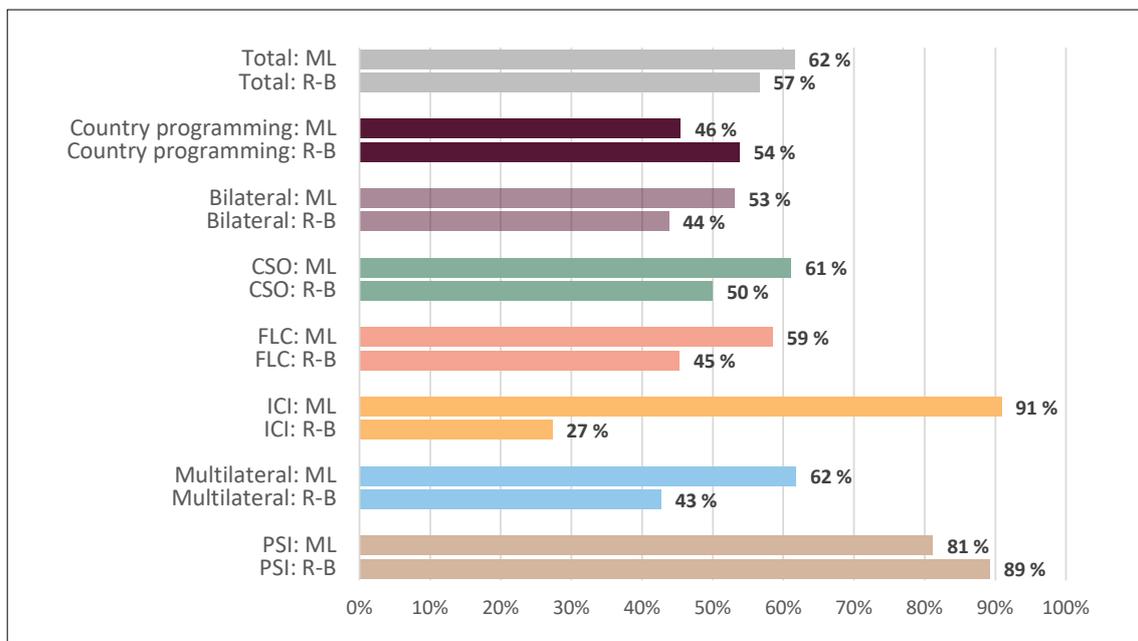
The progress report includes information about the compliance with the World Free Trade Organisation principles, including prohibition of child labour, fair pay and good working conditions, and related monitoring with self-help groups producing baskets. Also, efforts for strengthening transparency and flexibility with self-help groups are reported. Besides increased income, the business also contributed to the well-being, self-esteem and empowerment of artisans and their families. However, human rights linkages of these efforts and results are not discussed and the HRBA terminology is not used.

Source: project documentation

### 4.1.3. Other notions about HRBA in documents

Across the cooperation instruments and modalities, 62% of plans and reports were at the same level of HRBA (Figure 6). The greatest deviation was in the country programme documents and bilateral projects when the machine learning method was used. Looking at key words, the greatest deviation was in ICI, followed by multilateral, bilateral and FLC.

Figure 6 Consistency in HRBA levels between plans and reports based on the machine learning estimates

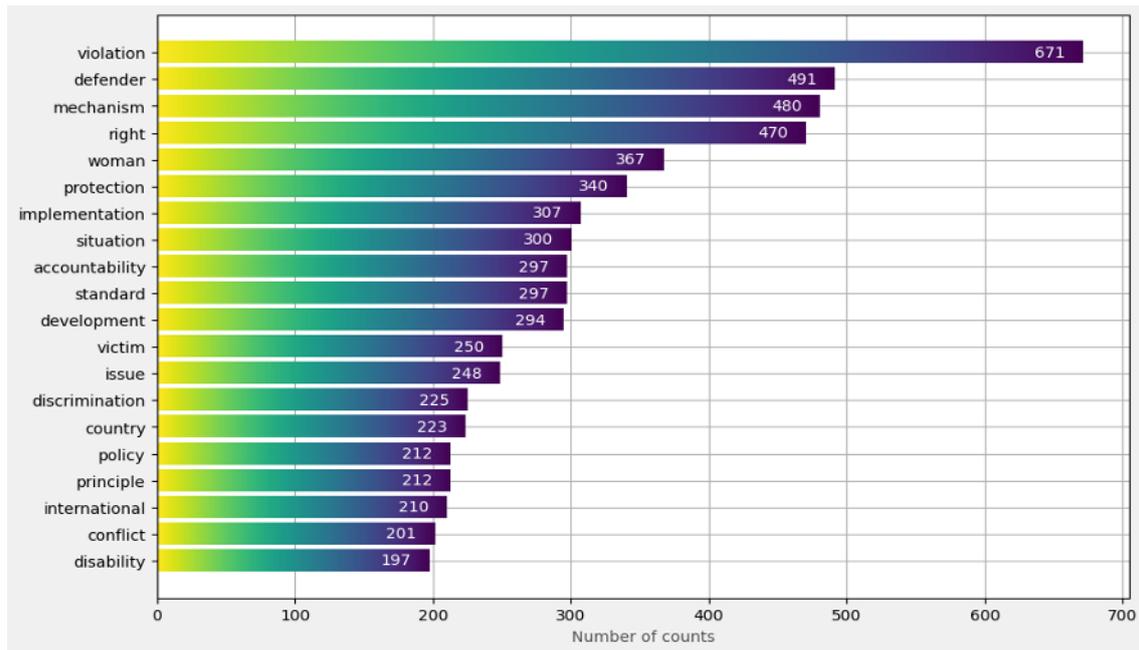


Source: Evaluation team based on dav|consulting 2023



Beyond the differentiation between plans and reporting, the content-based analysis provides some indication of the issues raised in the documents. **Figure 7** below identifies the frequency of words used in the same sentence as 'human rights' (**Box 33**). **Most of these terms could be expected to be common, but it is notable that some receive striking little mention.** The noun 'disability' appears relatively infrequently in relation to the profile given to disability issues in Finnish HRBA programming. The nouns 'girls' and 'ethnic minorities', and 'LGBTQI' do not appear among the top twenty nouns.

**Figure 7 Top 20 nouns in reference to Human rights**



Source: (dav|consulting, 2023)

By contrast, within plans and reports from those interventions seen to be human rights blind, common nouns are not clearly associated with HRBA. For example, “training” is the most common noun, followed by “woman”, “development”, “partner” and “school”.

Document review indicates that some partners are, in practice, applying HRBA in a concerted manner, yet have problems expressing this in their reporting. Instead, they may use standard ‘box ticking’ HRBA texts in their plans and reporting. They may then go on providing rich HRBA-relevant detail about their results (e.g., about the voice and inclusion of rights-holders, increased capacities and accountability of duty-bearers) elsewhere in the reports without referring specifically to HRBA and its key concepts.



### Box 33 Reporting challenges

#### Reporting challenges

Some of the findings suggest that *achievement levels* may be *lower than that described in initial plans*. This could suggest that greater attention has been given to addressing MFA HRBA expectations to ensure interventions are approved for funding. Innovative and transformative outcome objectives are described in plans, but subsequent reporting falls back on primarily describing activities and outputs.

The evaluation team notes that descriptions of HRBA-related results in reports may primarily be a reflection of available *evidence*, whereas plans are more likely to mirror statements of intentions to follow *existing HRBA policies and guidance statements*. Also, reporting on HRBA-related results rarely refers to the application of rights-based principles (process-oriented results) but mainly refers to end goals (i.e., intermediary outcomes, outcomes or impact). This may to some extent reflect a tendency to accept more modest results reporting, particularly in short-term programmes with no expectations of transformative changes. Furthermore, partners may assume that the MFA prefers more concrete activity and output reporting. A possible example of this is one of the reviewed interventions with bilateral support where programme plans were updated during programme implementation with more deliberate HRBA commitments. Nonetheless, this was not reflected in the narrative report that followed.

*Source: Evaluation team*

**An overall finding from the team's analysis of the documents (beyond the data science exercise) has been that even where *intentions* are progressive or transformational, there is a lack of explanation about the processes through which these intentions will be ensured.** This refers to a limited explanation about how participation, policy dialogue, monitoring, etc., will be used to keep HRBA in focus within the implementation.



## 4.2 Results, effectiveness and added value of HRBA

**EQ2: What have been the specific effects and value in actual terms of using the Human Rights-Based Approach for the effectiveness of development cooperation, more transformative changes and ultimately for the realization of human rights and development policy objectives?**

### Summary answer

Across the range of cooperation instruments, effectiveness has been most apparent in relation to processes needed to respond to human rights, most notably in relation to rights-holder capacities. This has resulted in outcomes in improved human rights conditions of selected groups of rights-holders. However, overall results in terms of transformative change are limited due to the more mixed achievements regarding the accountability and capacities of duty-bearers. Limits also reflect the relative emphasis on changes in human rights conditions, with somewhat less attention given to changes in attitudes and behaviours. HRBA efforts have been effective at a micro level and in directly addressing specific human rights abuses, but the structural factors and difficulties in influencing higher-level duty-bearers limit wider transformative outcomes and sustainability.

The HRBA perspective has strengthened MFA's country programme results frameworks through the inclusion of human rights-related objectives. In bilateral interventions, the human rights principles are quite apparent at a general level in most of the analysed interventions with emphasis on the principles of equality and non-discrimination, and participation and inclusion. As a result, rights-holders have stronger capacities to understand and claim their rights. Duty-bearers at the local level have a better understanding of their responsibilities towards rights-holders, but less progress can be observed at national level. The use of more comprehensive rights-based approaches has meant a stronger response to complex human rights challenges.

MFA's HRBA-related global level influencing with multilateral partner organisations has strongly focused on the cross-cutting objectives (CCOs) of gender equality and rights of persons with disabilities. The HRBA has been more comprehensively addressed in MFA's cooperation and dialogue with multilateral partners in multi-bi interventions. Finland's normative work with multilaterals has led to more consistent and deeper awareness of the implications of HRBA in their work.

In CSO and FLC interventions, the MFA's capacity to follow up on the implementation of HRBA within supported interventions is not well developed, with the notable exception of where these interventions are implemented in conjunction with country programmes. The extent to which human rights are specifically reflected in interventions supported through the FLC varies. In several cases, however, the projects have a strong human rights focus, including issues of shrinking civic space, the situation of human rights defenders, and the rights of people living with disabilities. Both CSO and FLC interventions have led to marginalised rights-holders having strengthened capacities to demand accountability. Local civil society actors are better enabled and resourced to overcome discrimination, and local service providers have increased awareness of the implications of their human rights responsibilities.



Despite some positive developments during the recent years, the integration of HRBA into the planning of ICI projects remains rather weak and little impact can be observed regarding capacities or results related to respect, protection and fulfilment of human rights. MFA has addressed this challenge by integrating HRBA-related requirements and guidance. However, there is a need to further clarify and concretise the advice on how to implement and report on HRBA in ICI projects.

During the past years significant efforts have been made to strengthen the human rights-related capacities within MFA and partner organisations managing PSIs for meeting the expectations defined for private sector in the HRBA Guidance Note and applying the UNGPs. Their capacities to avoid negative human rights impacts have been strengthened. Despite this, understanding and application of HRBA remains quite weak among many private sector partners.

As a whole, interventions have achieved considerable results regarding rights-holder capacities to demand accountability and to address discrimination related to gender and disability. Attention to duty-bearer capacities is somewhat weaker. Transparency receives strikingly little attention. Nonetheless, despite noted weaknesses, HRBA has become central to the 'DNA' of Finnish development cooperation. If it did not exist, there is a great risk that Finland's developments would lack strategic direction in terms of both the processes that are supported and the goals that are pursued.

The effectiveness of the application of HRBA concerns both improved human rights (and the Rule of Law), as well as how rights-based principles are practised by implementing partners. HRBA is thus about achieving a better human rights situation as an end goal, but also contributing to a better understanding among rights-holders and duty-bearers on how the practice of HRBA lays the groundwork for the respect, protection and fulfilment of human rights. These two dimensions of results from HRBA together constitute effectiveness. The ToC builds on an integrated approach to the two dimensions that require that human rights goals are underpinned with process-oriented results. Putting rights-based principles into practice only becomes truly effective when clearly linked to specific human rights and accountability claims. A transformative application of HRBA demands that the two dimensions are well integrated in the intervention design, implementation, and monitoring, while sensitive and progressive levels may respond to the two dimensions to various degrees.

**Effective HRBA is just as much about understanding of and commitments to human rights as it is about improvements in the human rights situation.**



## 4.2.1 Performance of cooperation instruments and modalities in relation to HRBA

**EQ2.1 To what extent have the various cooperation instruments delivered on their intended role in the operationalization of the HRBA, e.g., as stated in the guidance note?**

**Finding 2.1 HRBA perspectives are strong in bilateral and country programming. MFA's influence on multilateral partner organisations has focused on gender equality and the rights of persons with disabilities, with HRBA comprehensively addressed in multi-bi interventions. Follow-up on HRBA in CSO and FLC interventions is not well developed. The integration of HRBA into ICI and PSI interventions is limited.**

The theory of change for this evaluation is based on the assumption that HRBA involves ensuring that **human rights are systematically integrated as both a means and as an objective of development cooperation**. The interventions supported by the different cooperation instruments address the capacity of both rights-holders and duty-bearers, and this is reflected progressively throughout the three levels of HRBA application both in how the fulfilment of human rights is expected to be achieved (i.e., as objectives) and through the practice of rights-based implementation processes (i.e., as a means). These assumptions have proven accurate to varying degrees across the cooperation instruments and modalities.

The cooperation instruments show a large variation in the extent to which the accountability of duty-bearers is claimed. Holding duty-bearers to account for their human rights obligations is a key component of the ToC and is mainly put into practice by partners under the bilateral, multilateral, **CSO and FLC** instruments. The **private sector instruments and ICI** have more often diverged from the theory of change, and the principles of HRBA are generally not comprehensively integrated into the intervention designs. In the private sector instruments, the focus is on human rights risk management. Finally, common for all cooperation instruments is the weak to non-existent integration of the principle of transparency. The ToC is built on the assumption that all HRBA principles are applied, so this deficiency is notable.

Annex three describes the evaluation team's assessment of the effectiveness of each cooperation instrument, based on analysis of the documentation and interviews related to the interventions in each cooperation instrument in the sample.

In the analysis of how MFA's different cooperation instruments have delivered their intended role in the operationalization of HRBA as stated in the Guidance Note, the evaluation team has found the following aspects to be in focus:



## Country programmes and bilateral cooperation

The **Box 34** summarises the expectations defined in the HRBA Guidance Note for country programmes.

### Box 34 Expectations defined in the HRBA Guidance Note for country programmes

#### Country programming:

- Analysis of the human rights situation
- Participatory and inclusive programming process
- Additional human rights-related objectives when necessary

#### Identification and formulation:

- Adherence to the human rights principles
- Analysis of claims of rights-holders and obligations of duty-bearers and their related capacities
- Linking the expected results with the corresponding rights

#### Implementation and monitoring:

- Review of the design guided by human rights considerations and principles
- Human rights and HRBA-related capacity building
- HRBA-related work planning and monitoring capture the key elements of the intended level of human rights consideration
- HRBA may be further analysed in mid-term or other reviews

*Source: (MFA, 2015a)*

**The HRBA perspective is strong in MFA's country programming.** The human rights perspective is reflected in the political and economic analysis of the reviewed country programmes, even though the depth of the analysis varies. For example, in the country programme of Palestine, the human rights perspective is systematically included in the analysis of all impact areas, while in some other countries, more systematic human rights-based analysis focuses on selected impact areas of the country programme. Specific attention to women's and girls' rights is reflected in the context analysis of most country programmes, which is reflected both in the country programme documents and reporting.

MFA has had dialogue and interaction with government partners, local, international, and Finnish civil society actors, multilateral organizations, and other partners, and it has participated in different policy-level working groups and fora. For example, in Kenya, in planning the impact area on skills development and job creation for young people, consultations with organisations by women,



youth and persons with disabilities were conducted. Another example from Tanzania is the role MFA and the embassy have played in further the focus on inclusion of persons with disabilities in forestry programmes and in the UNFPA project focusing on gender-based violence. However, further analysis would be needed to assess to what extent and how systematically the HRBA perspective has been reflected in MFA's dialogue with different stakeholders in country programming.

**The analysed country programme results frameworks include human rights-related objectives.** As in the Theories of Change for Finland's Development Policy (MFA, 2022d), the human rights perspective is explicitly reflected in expected results on women's and girls' rights, especially in relation to sexual and reproductive health and rights and participation in decision-making (e.g., Kenya, Somalia, Tanzania), and children's right to quality inclusive education (e.g., Mozambique and Palestinian territory). The human rights perspective is also clearly visible in impact areas related to accountability and participation in political and social life and decision-making (e.g., Mozambique, Palestinian territory, Kenya, and Central Asia). Palestine is an example of a country programme where the human rights perspective is reflected in all impact areas. In other analysed country programmes, while the expectation of having human rights-related objectives is clearly met, there are impact areas, e.g., related to economic growth and job creation, where relevant human rights linkages in relation to the concept of decent jobs, are not visible.

While the CCO of non-discrimination with focus on inclusion of persons with disabilities is reflected in the analysed country programmes and their reporting, the rights of persons with disabilities are more weakly reflected in the reviewed country programme objectives even though gradual strengthening of this aspect could be observed for example in the country programme of Tanzania.

On the level of **bilateral interventions**, the **human rights principles are quite apparent at a general level in most of the analysed interventions with emphasis on the principles of equality and non-discrimination, and participation and inclusion** reflecting the CCOs on gender equality and inclusion of persons with disabilities. In the analysed interventions, the agency of rights-holders has been emphasized, even though the aim of addressing both rights-holders' and duty-bearers' capacities is reflected in the country programmes. Some analysis of the rights-holders' claims and duty-bearers' obligations, and related capacities have been conducted in all interventions, but the level and quality of the analysis vary. There are examples of systematic analyses and integration of related findings into the programme design, implementation, and monitoring. However, challenges related to the analytical and practical application of the approach could be observed. For example, the forestry programme FORVAC in Tanzania has received expert support to strengthen the HRBA, which is reflected in the updated project document but not in the reporting. MFA advisors and Embassy staff have played an active role in promoting and providing guidance to the HRBA integration in the planning of bilateral interventions, while their involvement in monitoring HRBA has varied. However, the need for more technical support during the identification and formulation for concretizing HRBA in thematic areas with traditionally weaker human rights focus was brought up in interviews.

**MFA advisors and embassy staff actively bring HRBA to the fore. In monitoring implementation, levels of engagement vary.**

According to the HRBA Guidance Note, the monitoring of HRBA implementation is based on the results framework and indicators of the programme where the HRBA is integrated. This works in interventions where HRBA is well integrated into the expected results and indicators. In human rights sensitive interventions, where the HRBA is weakly reflected in results frameworks, also



monitoring of the minimum requirements and some HRBA-related project elements have remained weak. However, the Mid-Term Reviews have provided a more comprehensive analysis of HRBA implementation and related recommendations.

Some human rights and HRBA-related capacity building has been conducted in the analysed interventions. It has primarily focused on raising awareness and building the capacities of project stakeholders. For example, in Zambia, the Accelerated Growth for Small and Medium Enterprise Development programme (AGS) has included training on workers' rights for companies as other responsible actors. However, HRBA-related capacity building for project implementers has been limited. In Tanzania, efforts to raise project implementers' capacities to become more inclusive of both women and persons living with disabilities in three of the four reviewed interventions. Capacity building aimed at raising rights-holders' awareness on how to claim their own access to services, information, and participation, as well as how to claim accountability of local duty-bearers (three of the four projects). The focus on duty-bearers' capacity to understand and embrace their role and responsibilities to the rights-based principles was less evident. When in focus, it mainly targeted local duty-bearers.

## Multilateral cooperation

The **Box 35** summarises the expectations defined in the HRBA Guidance Note for multilateral cooperation.

### Box 35 Expectations defined in the HRBA Guidance Note for multilateral cooperation

- **Influencing strategies:** measures to strengthen HRBA identified based on an assessment of the organisation's policies, objective setting, guidance documents and capacities of the personnel
- **IFIs:** HRBA promoted through executive board meetings, annual meetings, and other relevant fora. HRBA in safeguards policies prioritized
- **UN agencies:** human rights issues and HRBA in organisation-wide strategies, policies, and action plans promoted in the governing bodies
- Directed funding (e.g., secondment of professionals)
- **Global development interventions:** at least human rights sensitive level ensured through dialogue during the planning and prioritized in the monitoring
- **Multi-bi interventions:** See requirements for bilateral interventions

*Source: (MFA, 2015a)*

**MFA's HRBA-related global-level influencing with multilateral partner organisations has strongly focused on the cross-cutting objectives (CCOs) of gender equality and the rights of persons with disabilities.** MFA has promoted gender equality-related strategies with most UN partners (7), the African Development Bank and the World Bank, as well as several other multilateral partners. In cooperation, especially with the Nordic countries, Finland has played an active role in promoting gender equality issues, e.g., in board-level discussions and contributed to the development of gender equality strategies and plans of these organisations.



The rights of persons with disabilities in programming, capacities, monitoring and budgeting of partner organisations have been promoted in the UN agencies, World Bank and IFAD, and some other multilateral partners, including the OECD Development Assistance Committee (DAC). MFA has also seconded a disability rights expert to the World Bank. Finland's added value in promoting disability inclusion was clearly highlighted in the reviewed documents and many interviews, with this topic being promoted by much fewer countries compared to gender equality.

**The HRBA as a holistic approach or gaps identified in MFA's HRBA analyses conducted in connection to funding-related decision-making have not been very explicitly reflected in organisation-specific influencing plans or activities.** In most cases, MFA's conscious focus on the CCOs has narrowed how HRBA is addressed in influencing, also in relation to the *do no harm* minimum requirements for MFA funding. However, in the case of some organisations, e.g., UN Women and UNFPA, the emphasis on gender equality and related organisational-level targets has enabled a rather comprehensive promotion of HRBA, taking into consideration the mandates of the agencies strongly focusing on these issues.

The issue of **large donors having a stronger voice** is clearly reflected in MFA's influencing work in UN Women and UNFPA, where Finland is among the largest donor countries. Accordingly, co-operation with other like-minded countries is considered specifically important in organisations, such as IFIs, where Finland's size in terms of funding levels remains small.

**The HRBA has been more comprehensively addressed in MFA's cooperation and dialogue with multilateral partners in multi-bi interventions.** The analysis of the multi-bi projects of UNFPA in Myanmar and Tanzania and UNDP in Central Asia shows that MFA has played a proactive role in promoting strengthened integration of HRBA into these interventions. For example, the UNFPA revised Chaguo Langu Haki Yangu 'My Rights My Choices' project in Tanzania illustrates such a systematic approach. This project has also elaborated its results framework so that it reflects the high ambitions of both process and goal-oriented HRBA. In MFA's dialogue with partners, the application of human rights principles, balanced attention to both duty-bearers and rights holders, disaggregation of data, human rights awareness raising and education, and the rights of persons with disabilities have been emphasised. This has led to changes in project design, implementation, and monitoring. HRBA as an approach has also been strongly reflected in MFA's dialogue with multilateral partners in some global thematic interventions, e.g., in the planning related to the UNICEF innovation hubs in Helsinki as well as in the Human Rights, Inclusion and Empowerment Trust Fund of World Bank. On the other hand, the desk review and interviews indicate that there are multi-bi and thematic multilateral interventions with weaker attention to HRBA, whereas MFA's dialogue with partners has primarily focused on CCOs without explicit linkages to HRBA.

The need for strengthening linkages between multi-bi interventions and organisational level influencing on HRBA was brought by several interviewees as a good strategy for opening new channels for influencing and getting supporting evidence for organisational level influencing.

Challenges related to scarce human resources within MFA for managing multilateral partnerships, together with rapid staff rotation, were brought up, especially by interviewees from MFA, but also from partner organisations, as challenges affecting MFA's capacities to conduct more systematic HRBA-related analysis, influencing and monitoring. Regarding multi-bi cooperation, MFA is in a much better position to promote HRBA throughout the programme cycle in countries where Finland has Embassies with staff responsible for development cooperation. In interventions fully managed by MFA staff based in Helsinki, the promotion of HRBA in interventions focuses on the planning phase, while monitoring remains limited.



## Cooperation with civil society organisations

The **Box 36** summarises the expectations defined in the HRBA Guidance Note for cooperation with civil society organisations.

### Box 36 Expectations defined in the HRBA Guidance Note for cooperation with civil society organisations

#### Proposals

- Assessment of the human rights situation
- The HRBA principles screened as part of the overall assessment of proposals
- Identification of rights-holders and duty-bearers

#### Monitoring and dialogue with CSOs

- Application of human rights principles in the implementation
- Achievement of expected human rights-related results
- Changes in the capacities of the rights-holders
- Strengthening links, coordination, and information flows with the duty-bearers and other CSOs

*Source: (MFA, 2015a)*

**Interventions relating to the CSO instrument include a human rights assessment, but the quality of these assessments varies significantly.** It is not unusual that they fail to display a good understanding of prevailing social and cultural norms and practices and how discriminatory attitudes and behaviours are embedded in social structures. Even when sound human rights assessments have been carried out, they are often treated as stand-alone documents that are not used in programme design.

In line with the requirements of the Guidance Note, when reviewing proposals, the MFA assesses how organisations integrate the HRBA principles into their operations. The assessments are typically brief and to the point. More substantial assessments presented in writing are rare. While many CSO proposals reflect fundamental HRBA concepts, including terms such as rights-holders and duty-bearers, others make no or very scant use of HRBA terminology and concepts.

**The MFA's capacity to follow up on the implementation of the HRBA aspect of supported interventions, in particular, HRBA as a means for reaching results, is not well developed.** While interventions relating to the CSO instrument have a stronger focus on enhancing the capacities of rights-holders than duty-bearers, some CSO initiatives aiming at bringing together rights-holders and duty-bearers, including at the local level, are

**CSOs vigilantly undertaking human rights assessments but their quality is often poor or they are not used.**



supported. There is limited evidence, however, that MFA, through its monitoring and dialogue with partner CSOs, is actively and successfully promoting coordination and engagement with duty bearers or with other civil society organisations.

## Funds for local cooperation

The **Box 37** summarises the expectations defined in the HRBA Guidance Note for FLC.

### **Box 37 Expectations defined in the HRBA Guidance Note and further described in the FLC Coordinator's Manual**

Key focus areas: advancement of human rights, strengthening democracy and the capacity of CSOs, and sustainable management of natural resources

- All projects to be at least human rights sensitive
- Human rights principles need to be followed in the planning, implementation, monitoring and evaluation of FLC activities

*Source: (MFA, 2015b, 2016)*

**The extent to which human rights are specifically reflected in interventions supported through the FLC vary**, as reflected in the thematic calls for proposals. In several cases, however, the projects have a strong human rights focus, including issues of shrinking civic space, the situation of human rights defenders, and the rights of people living with disabilities. The FLC has often served to reach rights-holders at the grassroots level and has sometimes promoted citizens' voluntary activities. **While their focus on discriminated rights-holders in marginalised situations is often strong, the extent to which the FLC interventions have engaged in enhancing the capacities of duty-bearers has been limited.** In some cases, they are, however, enabling rights-holders to hold governments and other duty-bearers to account for upholding human rights.

The interventions in the evaluation team's sample have largely met the requirements of being human rights sensitive, with several having a progressive approach and transformative ambitions. In relation to other FLC cooperation initiatives, the nature of the organisations supported, and the development contexts in which they are operating make it unlikely that they will develop beyond being human rights sensitive.

**The quality of the human rights assessments produced by the FLC grantees varies. Also, the capacities of the embassies to analyse the application of HRBA in FLC interventions differ from embassy to embassy.** While embassy staff have sometimes proven to have a very good grasp of the work of the FLC partners, including their HRBA-related strengths and challenges, reviewed cases indicate that MFA does not always regularly engage with their partners in a dialogue on the need for addressing observed challenges. The interventions are sometimes considered too small or insignificant for embassy staff with a significant workload to actively engage with, which also affects the degree to which issues of HRBA are followed up.



## Institutional Cooperation Instrument (ICI)

The **Box 38** summarises the expectations defined in the HRBA Guidance Note for FLC.

### Box 38 Expectations defined in the ICI Manual

The HRBA Guidance Note does not include any specific expectations for ICIs that in long-term partner countries are guided by the country programmes. All ICI interventions should be at least human rights sensitive.

The ICI Manual includes the following minimum requirements level for project planning:

- Consideration of human rights challenges in the project country to ensure *do no harm*
- Systematic reflection of human rights principles in planning, implementation, monitoring and evaluation

Beyond minimum requirements, the projects should advance the realization of human rights in their results and the capacity of the duty-bearers.

*Source: (MFA, 2021g)*

Despite some positive developments during recent years, **the rather weak integration of HRBA into the planning of ICI projects** has been reflected both in the reviewed cooperation instrument and intervention-level documents and conducted interviews. The need to strengthen a more rigorous initial analysis of HRBA has been identified by several stakeholders. (MFA, 2020b, 2021h) The ICI synthesis report (MFA, 2021h) notes that there is effectively no standard level of requirements for ICI projects in how to integrate HRBA in practice, as the interpretation of the requirements depends on the responsible MFA programme officer. Another factor affecting HRBA in ICI projects is that **the implementers are specialists within specific technical areas, and many of them are not familiar with the goals and principles of development cooperation**, as highlighted in MFA's reporting and some interviews (MFA, 2020b, 2021h). This is reflected in the low capacities and ambition of many partner institutions in implementing HRBA.

**Standards for application of HRBA in ICI projects are unclear and attention to HRBA depends on the desk officer.**

MFA has addressed this challenge by integrating **HRBA-related requirements and guidance** into the ICI Manual (2021). The revised proposal formats require some information on the application of human rights principles in the project as well as evidence for verifying that the project is at least human rights sensitive. Also, training on HRBA has been included in workshops for ICI implementers on Finnish development cooperation. However, **the need to further clarify and concretize the advice on how to implement and report on HRBA in ICI projects** was brought up in the reviewed documents and by some interviewees (NIRAS, 2023). This would support better integration of HRBA in the project development phase as well as related monitoring and reporting instead of repeating general HRBA statements.



Weak integration of HRBA into project plans has also been reflected in MFA's monitoring. Embassy staff are represented on ICI project boards, where they can also raise HRBA-related questions. The biannual progress reporting has provided so far often rather limited information on HRBA. The recently initiated participatory mid-term reviews of ICI projects were seen by one interviewee as an opportunity to strengthen HRBA-related analysis and reflection with partners during project implementation.

## Private sector instruments

The **Box 39** summarises the expectations defined in the HRBA Guidance Note for private sector instruments.

### Box 39 Expectations defined in the HRBA Guidance Note for private sector instruments

#### Proposals:

- Basic human rights impact assessment on funded business operations required
- Priority given to projects that directly or indirectly enhance human rights or socially responsible businesses

#### MFA's monitoring and dialogue with private sector partners:

- Focus on a) the application of human rights principles in companies' operations in line with the UNGPs and the UN Global Compact, b) the achievement of companies' expected results and their human rights linkages
- Support to companies in human rights-related capacity development can be considered
- Concessional credits (currently PIF): possible support to state institutions to develop their capacities to fulfil their human rights obligations
- MFA to promote HRBA application through corporate governance in the institutions managing private sector instruments. Encouraging the use of safeguards policies of the IFIs when applicable Source: (MFA, 2015b)

**During the past years, significant efforts have been made to strengthen the human rights-related capacities within MFA and partner organisations managing PSIs to meet the expectations defined for the private sector in the HRBA Guidance Note.** Particularly, Finnfund and Finnpartnership have benefitted from capacity building and advisory support from the Shift Project, an expert organisation in business and human rights, in developing their internal processes related to human rights in line with the UNGPs. Finnfund has developed a Human Rights Statement (Finnfund, 2019) and a tool and processes for human rights screening and has taken an active approach to staff training on human rights awareness and skills. It has also continued the development of its human rights due diligence processes, including assessment of salient human rights risks. (Pillar Two, 2021). In Finnpartnership, human rights considerations have been included in training for companies applying for funding, companies' commitment to respect human rights has been added to the agreement documents, and processes of human rights risk-related proposal screening have been developed. Also, in PIF, capacity building on human rights risk management



has been provided to MFA staff managing the instrument, and the HRBA perspective, with emphasis on human rights risk management, has been integrated into the PIF Manual (MFA, 2021j). As part of the capacity development programme implemented by the Shift Project some discussions had been held with Business Finland managing DevPlat and its predecessor BEAM. However, the available information does not indicate much progress or plans for strengthening the HRBA-related capacities in the DevPlat.

**Increasing attention has been paid to human rights issues and risks, especially during the intervention planning phase and screening of proposals.**

In line with the HRBA Guidance Note, besides screening proposals, the aim has been to support companies in becoming aware of and strengthening their capacities in HRBA through dialogue, training, or consultancy support. As noted by several interviewees representing different PSIs, this kind of constructive and supportive approach is necessary, taking into consideration the limited human rights-related capacities of applying companies.

**Attention to HRBA in PSIs have been promoted through dialogue, training and consultancy support.**

As noted by several interviewees representing different PSIs, this kind of constructive and supportive approach is necessary, taking into consideration the limited human rights-related capacities of applying companies.

Based on a human rights risk screening and analysis, Finnfund has discussed with companies seeking investments and loans about their possible gaps in policies and practices. This has included measures for gradually strengthening the management of their salient human rights risks and monitoring the follow-up during the project implementation, especially in connection to the planning of the possible following project phases (Finnfund, 2023a). Besides requiring information on potential human rights risks and their management in funding proposals, Finnpartnership has offered small-scale human rights consultancy voucher services for companies with higher human rights-related risks in their projects identified in the screening of proposals. The human rights perspective has also been, to some extent, reflected on a very general level in the consultancy support on social and environmental impacts. In the planning of PIF interventions with government and private sector partners, specific attention has been paid to the mapping and assessment of salient human rights risks and the integration of their monitoring and management into the project plan. In the case of DevPlat, attention to human rights risks has been much more limited. The funding application format includes only one general question on human rights risks, while the main responsibility for identifying risky projects lies currently with MFA staff.

**The capacities, including resources of MFA and the partner organisation managing PSIs to monitor and support HRBA implementation, remain limited.**

Human rights risks and impacts are included in the reporting of Finnpartnership and PIF, and both instruments also have post-project reporting and assessment of development impacts, including impacts on human rights. Regarding the PIF, where only one intervention was approved during this evaluation, it was too early to assess monitoring. In Finnpartnership, field-level human rights-related monitoring is limited: in addition to monitoring conducted by the embassy staff, 4-5 projects are monitored by programme staff from Helsinki per year, including interaction with rights-holders. Finnfund monitors human rights risk management in its investments through dialogue with partners and during field visits, but resource constraints were noted by some interviewees to hinder more regular monitoring. However, collaboration and coordination with other development financiers, such as the Netherlands' Development Finance Institution (FMO) investing in the same companies has helped in addressing this challenge. In DevPlat, no specific measures for monitoring human rights issues were identified.

Regarding support to companies in **human rights-related capacity development**, Finnpartnership also funds projects with a specific focus on human rights-related capacity development, which was reflected in the evaluation sample, one of the Finnpartnership projects focusing on strengthening



human rights due diligence in the company's supply chain. A clear need for technical assistance to Finnfund's partner companies on human rights was brought up by interviewees, but the lack of resources for such a purpose has hindered Finnfund from addressing this issue.

As the owner of Finnfund, MFA is represented on the Board of Directors. In this role, MFA has provided overall policy-level guidance, e.g., related to the HRBA Guidance Note and provided inputs to Finnfund's human rights policy. It does not have a role in the level of operations.

#### 4.2.2 Results, effectiveness and added value of HRBA

**EQ2.2 How have these become enhanced by the application of the HRBA? (vs. other approaches)?:**

- **Enhanced capacities for rights-holders, duty-bearers and other responsible actors?**
- **Inclusive, participatory and non-discriminatory development processes which are transparent and enhance accountability?**
- **Realisation of human rights as a development result?**

**Finding 2.2** The MFA Guidance Note provides an essential ethical compass that has effectively guided Finnish development cooperation to significant achievements. Long-term partnerships and flexible funding create space for finding new, innovative approaches to enhancing respect for human rights.

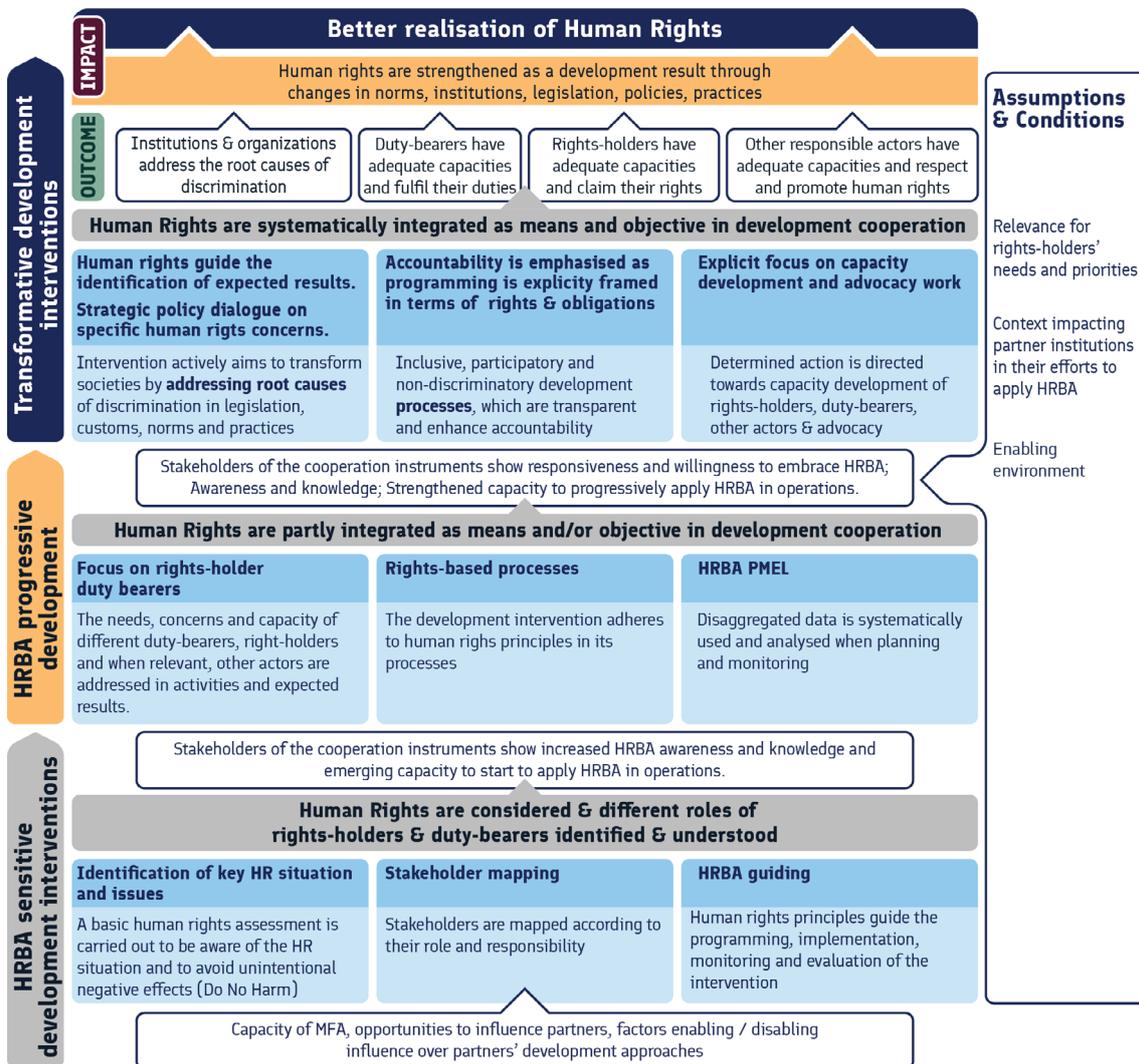
**HRBA has become central to the 'DNA' of Finnish development cooperation.** If it did not exist, there is a great risk that Finland's developments would lack strategic direction in terms of both the processes that are supported and the goals that are pursued. The Guidance Note states that HRBA entails *a systematic integration of human rights as a means and an objective* in development cooperation. This draws attention to the variety of ways that the MFA and its partners approach HRBA. It also highlights how **HRBA is not just about 'results' in terms of outcomes and impacts but also about if and how HRBA has become part of the 'DNA' of how to approach development.** The evaluation has asked if human rights, as set out in international law and

**HRBA is part of the DNA of Finnish development cooperation.**

described in the MFA Guidance Note, are reflected in development cooperation interventions, i.e., whether they are characterised by and implemented in accordance with the human rights principles of equality and non-discrimination, participation and inclusion, transparency and accountability. The theory of change, developed in the inception phase of this evaluation (**Figure 8**), outlined strategic areas where this was assumed to occur.



Figure 8 Theory of change for the three levels of HRBA integration and application defined in the Guidance Note, as interpreted by the evaluation team



Source: Evaluation team

The evaluation has found that the following main factors have had a major bearing on achieving results in relation to the theory of change:

- HRBA has been central to Finland's **positioning** in the wider development community and in **linking development cooperation to Finland's wider human rights commitments** in its foreign and security policies.
- Despite considerable progress, this has been partially **constrained by limited MFA capacities** that are, in some respects, insufficient to achieve the ambitions of putting HRBA into practice.
- Successes primarily relate to the **integration of HRBA into policies and practice**, with progress taking on varied characteristics across the cooperation instruments and modalities.
- Limits have been encountered in **variable capacities to monitor the results of HRBA in practice**.
- All of these efforts have been supported by the steadily **increasing refinement of how human rights are portrayed in policy positions, strong government commitments, and guidelines**.

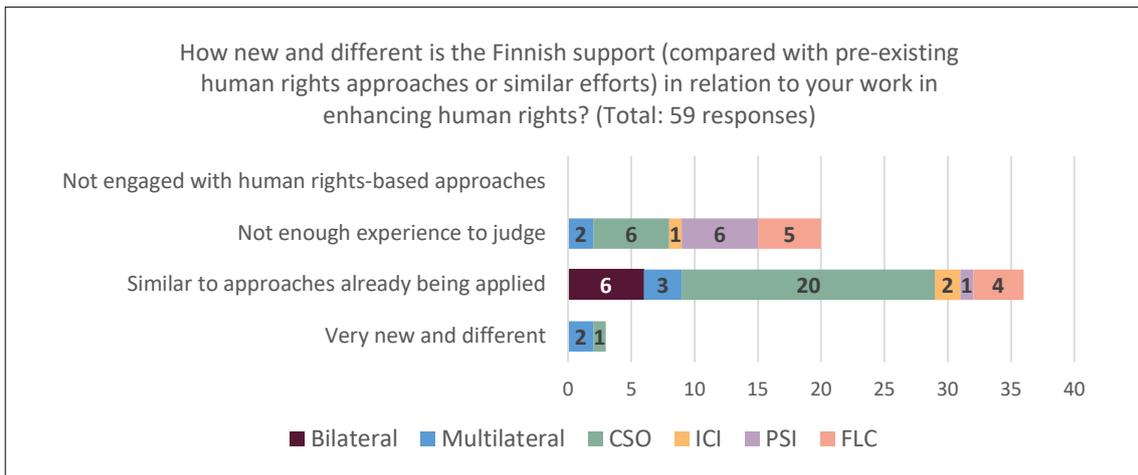


**Stakeholders recognise the importance of Finland's consistent commitment to HRBA.**

The evaluation survey indicates that **partners feel that Finland's promotion of HRBA adds value**. 60% of respondents believe HRBA adds very much value and enables them to better enhance the protection or well-being of the beneficiaries or rights-holders they work with, while only 5% of respondents (representing private sector instruments) feel HRBA adds little or not at all value (**Figure 10**). However, only 5% feel the Finnish approach is very new and different

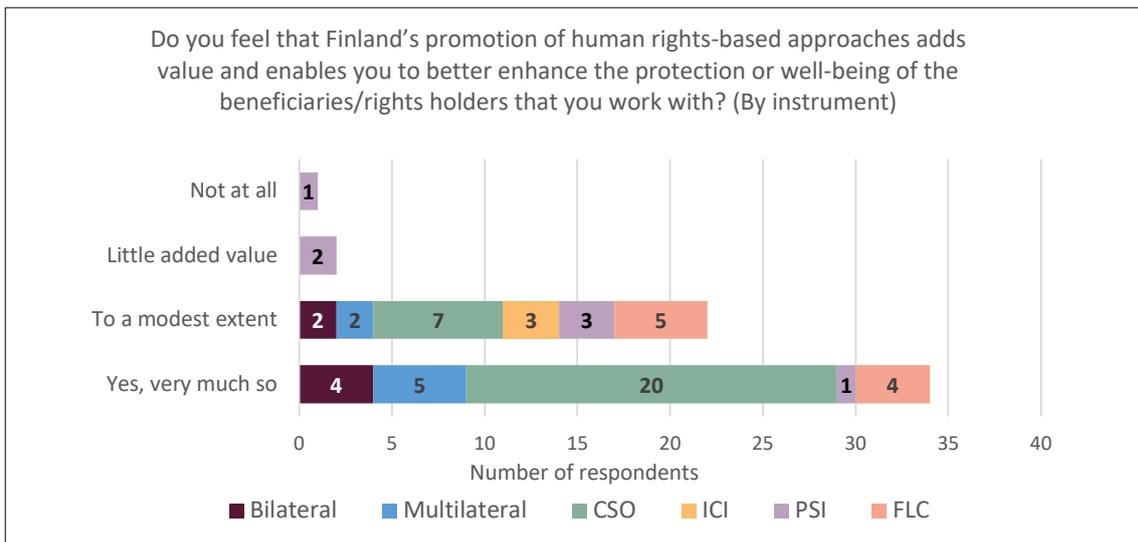
compared with pre-existing human rights approaches or similar efforts, and 61% feel it's similar to approaches already being applied (**Figure 9**). The examples provided by survey respondents on value-added include better inclusion of persons facing marginalised situations, including persons with disabilities; better involvement of and capacity building of rights-holders and duty-bearers; transforming the sector from charity-based towards rights-based; providing a binding legal framework to work with (particularly useful for advocacy); and strengthening the long-term sustainability. Finland's consistency in applying HRBA despite the fact that the development policy may change every four years depending on the government, was also highlighted as an important added value.

**Figure 9 Novelty of the HRBA approach**



Source: Evaluation team

**Figure 10 Value added of the HRBA**



Source: Evaluation team



**Finding 2.3 Interventions in general, particularly through CSO and FLC cooperation instruments, have achieved considerable results regarding rights-holder capacities to demand accountability and to address discrimination related to gender and disability. Attention to duty-bearer capacities is somewhat weaker. Transparency receives strikingly little attention.**

Based on analyses of the interventions analysed in the case studies, the evaluation team’s findings indicate the following summary results (Table 4).

**Table 4 Summary results**

CAPACITIES FOR RIGHTS-HOLDERS, DUTY-BEARERS, AND OTHER RESPONSIBLE ACTORS	INCLUSIVE, PARTICIPATORY AND NON-DISCRIMINATORY DEVELOPMENT PROCESSES WHICH ARE TRANSPARENT AND ENHANCE ACCOUNTABILITY	THE REALISATION OF HUMAN RIGHTS AS A DEVELOPMENT RESULT
<b>Bilateral projects and country programming</b>		
Rights-holders have stronger capacities to understand and claim their rights. Duty-bearers at the local level have a better understanding of their responsibilities towards rights-holders, but less progress observed at the national level.	Development processes are generally aligned with the HRBA principles, which has resulted in strengthened participation of rights-holders and gender and disability-related inclusion/non-discrimination.	The use of more comprehensive rights-based approaches has meant a stronger rights response to complex human rights challenges.
<b>Examples:</b>		
<p>Commitments to the ‘nothing about us without us’ principle have enabled weak OPDs to assume their rightful role in the development community. (global)</p> <p>Government, members of parliament, judiciary, and law enforcement duty-bearers have access to evidence- and rights-based studies and reports produced by a partner. (Tanzania)</p> <p>Rights-holders understand their rights and have access to justice through paralegals. (Tanzania)</p>	<p>Finland’s strong and consistent commitments to disability inclusion have kept these issues on the agenda of partner states and organisations and have increased their awareness of what this means for their human rights commitments (global).</p> <p>Women rights-holders in community-based forest management have strengthened their voice and agency in local committees as a result of participatory and inclusive practices. (Tanzania)</p>	<p>Comprehensive human rights analyses have provided a basis for programming focused on human rights-related results. (various)</p> <p>Finland’s clear but pragmatic voice on human rights has provided entry points to influence partner governments. (various)</p>
<b>Multilateral cooperation</b>		
Global-level influencing and global/thematic interventions have influenced and strengthened the attention of multilaterals to human rights, with emphasis on CCOs in the work of their partner organisations. The extent to which global/thematic interventions have contributed to rights-holders’ and duty-bearers’ capacities vary.	<p>Due to global-level influencing and global/thematic interventions, largely focused on the CCOs of gender equality and inclusion of persons with disabilities, some multilaterals have applied more comprehensive HRBA.</p> <p>In multi-bi interventions, these results are largely on human rights goals rather than establishing processes. When used, the rights-based principles have frequently resulted in shifts to transformative practices.</p>	Finnish support has contributed to consistency and deeper awareness of the implications of HRBA, resulting in a response by duty-bearers on how gender inequality and other forms of discrimination are addressed.



CAPACITIES FOR RIGHTS-HOLDERS, DUTY-BEARERS, AND OTHER RESPONSIBLE ACTORS	INCLUSIVE, PARTICIPATORY AND NON-DISCRIMINATORY DEVELOPMENT PROCESSES WHICH ARE TRANSPARENT AND ENHANCE ACCOUNTABILITY	THE REALISATION OF HUMAN RIGHTS AS A DEVELOPMENT RESULT
<b>Examples</b>		
<p>Capacities of formal and informal justice sector actors developed, including enhanced collaboration between customary and formal justice systems in Kenya, the Philippines and Uruguay. (UN Women, core support)</p> <p>The Human Rights, Inclusion and Equality (HRIE) Trust Fund has strengthened human rights perspectives in World Bank operations through projects with specific focus on strengthening the capacities and inclusion of rights-holders from those facing marginalisation (HRIE Trust Fund, global intervention)</p> <p>Midwives deliver family planning services in a rights-based way, respecting clients' integrity and rights. (UNFPA Somalia, multi-bi)</p>	<p>MFA has contributed to a strengthened human rights-based gender transformative approach in UN Women. This is recognised as particularly important in the context of increasing pressure from the anti-gender movement. (UN Women, core funding)</p> <p>Human rights perspective strengthened in the World Bank grievance mechanisms (Human Rights, Inclusion and Equality Trust Fund)</p> <p>Implementing partners have the capacity to work in a disability-inclusive way for the first time. (Tanzania UNFPA, multi-bi)</p>	<p>Finland's dialogue with partners has led to a deeper understanding of how different forms of discrimination intersect and a commitment to address root causes. (Tanzania UNFPA &amp; Government, multi-bi)</p> <p>Finland's support has strengthened the clout and level of engagement of UNPRPD as it 'nudges' other UN agencies to work with governments to step up adherence to the CRPD. (global UNPRPD)</p>
<b>CSO</b>		
<p>Marginalised rights-holders have strengthened their capacities to demand accountability. Duty-bearers at the local level are more able to respond to rights-holders</p>	<p>Civil society actors are better enabled and resourced to overcome discrimination.</p>	<p>Varied achievements in the realisation of human rights, with significant results related to gender equality, protection of human rights defenders and disability inclusion.</p>
<b>Examples</b>		
<p>An effective 'ecosystem' of strong and human rights aware normative/apex and locally anchored disability CSOs are in place to drive reforms and provide inclusive services. (global)</p>	<p>Young rights-holders claiming access to youth-friendly SRH services through CSO participatory and inclusive approaches. (various)</p> <p>Traditional leaders are abandoning harmful practices as a result of participatory capacity building approaches focusing on the non-discrimination of girls. (various)</p>	<p>Cooperation with CSOs has resulted in human rights defenders being physically protected and their right to freedom of expression strengthened. (global)</p>
<b>FLC</b>		
<p>Marginalised rights-holders have strengthened capacities to demand accountability. Duty-bearers at the local level are more able to respond to rights-holders</p>	<p>Civil society actors are better enabled and resourced to overcome discrimination.</p>	<p>Policy reforms recognising rights to inclusion of marginalised persons.</p>
<b>Examples</b>		
<p>Local CSOs have increased the awareness and capacities of (primarily) local authorities and public service providers regarding the implications of their human rights commitments. (various)</p>	<p>OPDs able to organise through apex structures and present a stronger and more unified front in promoting duty-bearer awareness of human rights and accountability (Tanzania, Azerbaijan)</p>	<p>The rights of people living with disabilities have been incorporated into public policies. (Tanzania, Azerbaijan)</p>



CAPACITIES FOR RIGHTS-HOLDERS, DUTY-BEARERS, AND OTHER RESPONSIBLE ACTORS	INCLUSIVE, PARTICIPATORY AND NON-DISCRIMINATORY DEVELOPMENT PROCESSES WHICH ARE TRANSPARENT AND ENHANCE ACCOUNTABILITY	THE REALISATION OF HUMAN RIGHTS AS A DEVELOPMENT RESULT
<b>PSI</b>		
<p>Strengthened capacities of forerunner companies as other responsible actors, leading to improved human rights due diligence in company activities. Capacities of government duty-bearers not addressed. Some evidence of employees' improved awareness of their rights.</p>	<p>Application of UNGPs strengthened, especially in forerunner companies, including increased participation and non-discrimination of company employees, as well as (to some extent) workers in supply chains. Focus on human rights company workers, while attention to other potentially affected rights-holder groups limited.</p> <p>Accountability and transparency strengthened internally within companies. Outward transparency remains weak.</p>	<p>The capacities of companies to avoid negative human rights impacts strengthened, while positive development impacts on human rights is not a primary focus of or monitored by companies.</p>
<b>Examples:</b>		
<p>Human rights perspective systematically included in company policies and handbooks. (Finnfund and Finnpartnership, Kenya)</p> <p>Company staff are aware of their rights described in the handbook for employees. (Finnpartnership, Kenya)</p> <p>Human rights risks taken into account in decisions related to business partnerships and selections of new countries for supplying products. (Finnpartnership, Vietnam)</p>	<p>Strengthened staff engagement on workers' rights-related issues through an anonymous survey. (Finnfund, Zambia)</p> <p>Systematic action to strengthen gender equality in company policies and practices within the company structures and value chains (Finnfund, Kenya)</p>	<p>There are indications of improvements, e.g., in the right to adequate standard of living in remote communities. (Finnpartnership, Kenya)</p> <p>Information provided and products sold by the company may have contributed to improved gender equality and sexual and reproductive health (Finnfund, Kenya)</p>
<b>ICI</b>		
<p>Little impact on rights-holder capacities to claim their human rights. Despite a fairly strong focus on duty-bearers, the extent to which their human rights-related capacities have increased vary greatly.</p>	<p>Explicit attention to human rights norms and principles generally limited. Some strengthening of equality and non-discrimination in development processes, especially in relation to gender equality and inclusion of persons with disabilities.</p>	<p>Limited impact on addressing the root causes of discrimination in legislation, customs, norms and practices, but evidence suggests the potential to contribute to human rights progressive and transformative changes.</p>
<b>Examples:</b>		
<p>Greater orientation and skills among duty-bearers in being able to respect the perspectives of users of weather information. (UHC-FMI Ukraine)</p>	<p>Social security scheme expanded to target female-dominated sectors, e.g. domestic workers. Participatory feedback mechanisms developed for actual and potential pension scheme members. (THL-NAPSA Partnership in Zambia)</p>	<p>Informal sector and rural workers' participation in a social security scheme strengthened, but it's too early to assess the impacts in the realisation of their right to social security. (THL-NAPSA Partnership in Zambia)</p>

Source: Evaluation team



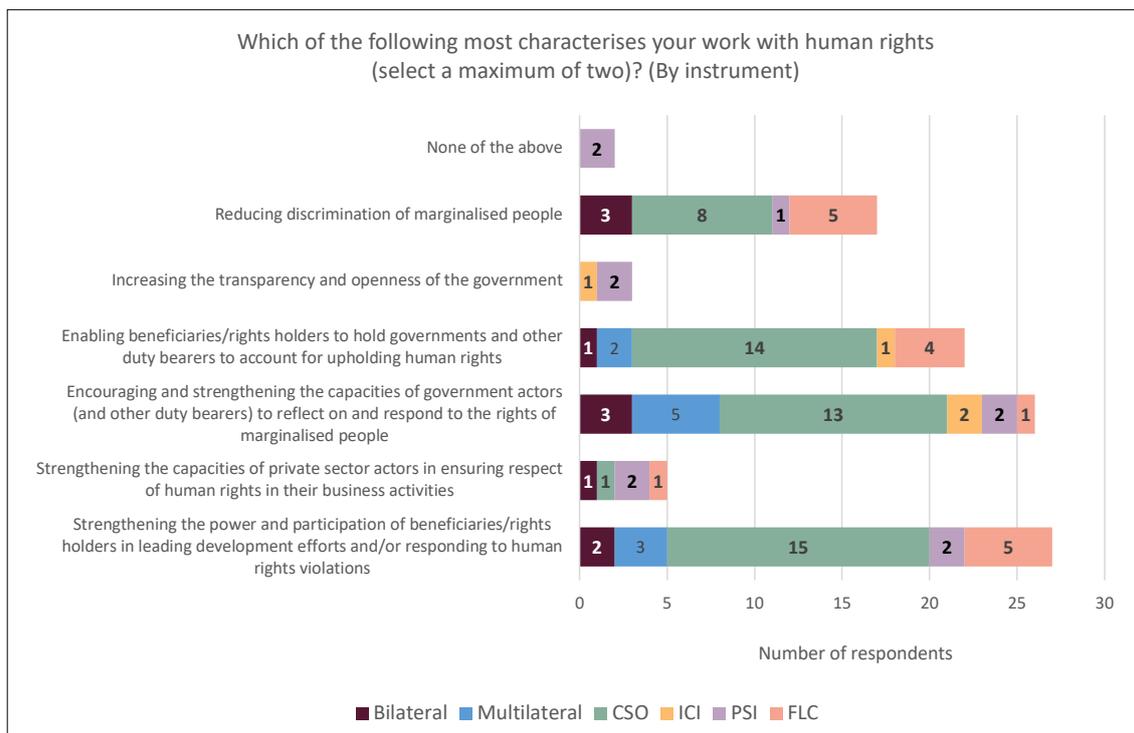
Interviews with MFA staff show that due to these recognised results from HRBA, **across the co-operation instruments, there is a strong commitment to human rights and overall a good understanding of what HRBA entails, how it can be applied, and why it is important. In various ways, some interviewees have stressed that, despite frustrations in determining how to best apply these principles, attention to human rights has become part of the Ministry's organisational culture, as well as that of many partners.** While human rights were a significant factor in Finnish development cooperation even before the adoption of a HRBA, the approach has served to place human rights more firmly at the centre of Finnish international development cooperation. **The human rights-related capacity of MFA has, according to interviews, grown significantly since the adoption of the approach.** This has been enabled by the commitment to apply the HRBA throughout development policy programmes, and one survey respondent commented that what has been important and useful in the Finnish approach is that “Finland has been consistent in its human rights policy despite the fact that our development policy, in general, might change every four years depending on which parties sit in the government”.

The survey conducted by the evaluation team found that **strengthening the power and participation of rights-holders was the most important characteristic of respondents' work.** This mirrors the findings across the case studies where primary attention has focused on strengthening rights-holder capacities, with the exception of the private sector instruments, where neither rights-holder nor duty-bearer capacities have received strong attention. The evaluation team's cross-case study analysis found **numerous examples of how rights-holder voice has been enhanced along with their capacities to demand accountability,** primarily in **multilateral, CSO and FLC** interventions. For many, it would not be an exaggeration to state that this is how partners define their engagement in HRBA.

Encouraging and strengthening the capacities of government actors and other duty-bearers to reflect on and respond to the rights of marginalised people was the second most characteristic aspect of the respondent's own work with human rights (**Figure 11**). Among **multilateral** partner organisations and **ICIs**, this was the topic most frequently selected to describe their own work with human rights, whereas, for respondents representing **FLCs**, this was among the least frequently selected topics. However, increasing the transparency and openness of the government was the least characteristic aspect of respondents' work with human rights. In the case of **ICIs**, the survey responses reflect the clear potential of ICI interventions in strengthening duty-bearers' capacities. However, the interviews and reviewed materials indicate that this potential is not yet realised, with the large majority of **ICI** interventions being only human rights sensitive.



**Figure 11 Characteristic aspects of work with HRBA**



Source: Evaluation team

The case study on HRBA in transition contexts indicates that **increasing emphasis on private sector instruments reduces the role of Finnish development cooperation in strengthening the capacities of government stakeholders as primary duty-bearers** in ensuring the respect, protection, and fulfilment of human rights, the HRBA focus being on human rights risk management capacities of companies as other responsible actors.

This diminished attention to duty-bearers is partially **compensated by the increase in multilateral cooperation, wherein UN agencies, in particular, would be expected to focus more on duty-bearers' capacities in accordance with their mandates** and, with that, sometimes their accountability. Assessing related focus and results in the global level support to **multilateral partner organisations** is difficult, largely due to the general level reporting, as shown in the case study on **multilateral cooperation**. Examples of how duty-bearer capacities are enhanced by the application of HRBA can be found in **multi-bi** interventions:

- MFA dialogue with UNFPA regarding their programme providing centres targeted towards youth with disabilities in Iraq ensured that the programme was focused on breaking away from past charity approaches among government stakeholders and addressed underlying attitudinal factors.
- Cooperation with UN Women in Kenya led to a striking increase in efforts to draw attention to the rights of persons with disabilities in their engagement with public authorities and, with that, shift to more of an intersectional approach integrating gender and disability concerns.
- UNFPA in Somalia supported the Ministry of Health with the development of the rights-based National Midwifery Curriculum, combined with capacity training at health



centres, as well as family planning protocols, training manuals and guides that were developed, endorsed and validated by the Ministry of Health and Human Services.

- UNFPA in Tanzania collaborates directly with the national government. At the level of local government authorities, UNFPA supports the contextualisation and implementation of the national policies and guidelines, e.g., through regional and district coordination mechanisms; integration of GBV into health and police services; and capacity building of health service providers, police, community development officers, protection committees.
- In Myanmar, MFA supported the integration of the development of national government policies into the UNFPA programme on GBV and SRHR. However, due to the coup d'état, this programme component remained largely unimplemented.

**CSOs and partners receiving FLC support state that their work recognises the importance of duty-bearer capacities, but the emphasis leans towards a focus on rights-holder capacities and participation**, thereby contributing to accountability and, in some cases, transparency. This was supported by the survey findings indicating that for **CSO and FLC** respondents, the most characteristic aspects of their own work with human rights were strengthening the power and participation of beneficiaries/rights-holders to lead development efforts and/or respond to human rights violations as well as enabling rights-holders to hold governments and other duty-bearers to account for upholding human rights (**Figure 11**). The respondents representing the **FLC** instrument also particularly highlighted the reduction of discrimination.

In interviews, some **CSO and FLC representatives state that they would welcome opportunities to do more to strengthen duty-bearer capacities, but given that the entry points are via small local CSOs (either directly FLC funded or as local partners to Finnish CSOs), the interfaces with governments and opportunities for higher level dialogue are limited**, and resources for policy level advocacy are insufficient. Nonetheless, service provision by **CSO and FLC** partners may generate opportunities to enlighten the authorities responsible for these services regarding HRBA, e.g., Hiil Hooyo health services in Somalia have raised government attention to the need to actively address disability inclusion and have provided examples of how this can be pursued. **Box 40** below provides another example of CSO influence on local duty-bearers.

#### **Box 40 Example of CSOs working with local duty-bearers**

##### **Example of CSOs working with local duty-bearers**

The community-based CSO project implemented by Green Living Movement and YMCA in Zambia strengthens community awareness of GBV and related human rights and services for victims and develops related community-level monitoring, services, and referral. The project has facilitated interaction between rights-holders, traditional and other community leaders, and district-level government duty-bearers with the aim of strengthening transparency and empowering rights-holders in communities to claim their rights. However, the focus has been strongly on local-level processes, and the project has not included national-level advocacy related to government policies or human rights monitoring mechanisms, e.g. due to resource constraints.

*Source: Evaluation team*

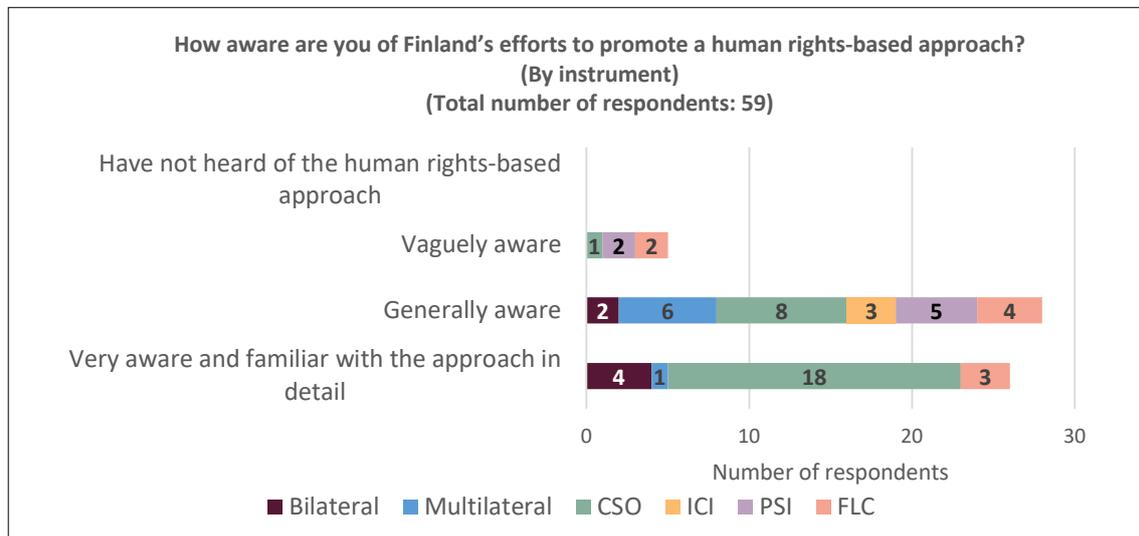


**Across all the cooperation instruments and modalities, a striking finding has been that little attention has been given to the principle of transparency.** Very few examples were noted that were designed to contribute to greater transparency among either duty-bearers or rights-holders. There are some examples of efforts to collect and disaggregate data, but these have not been linked to broad concerns with the transparency of duty-bearers. Transparency is limited in private sector instruments. Even though the principle of transparency is clearly reflected in the UNGPs, requiring the companies to communicate about their human rights risks and impacts as well as related human rights due diligence processes, **partners are in many cases very hesitant to share information that is seen to require confidentiality due to factors related to business secrets and commercial competition.**

**Finding 2.4 Most partners that are strong in HRBA have been selected because they were already strong. The support they received enabled them to do much more human rights-related work and apply these strengths. Partners that were weak in HRBA may have strengthened capacities to act in a sensitive manner but have rarely made significant progress towards progressive or transformative status.**

A large share of respondents to the evaluation's survey (44%) are very aware and state that they are familiar with the HRBA in detail; only 9% are vaguely aware, and none of the respondents had not heard of the HRBA (Figure 13). As expected, the respondents representing the **CSO and bilateral** instruments are more familiar with the approach than respondents representing PSI instruments. When looking at the results by the type of respondents' organisation (Figure 13), the CSO respondents stand out, with 62% being very aware and familiar with the approach in detail.

**Figure 12 Awareness of Finland's efforts to promote HRBA (by instrument)**



Source: Evaluation team



**Figure 13 Awareness of Finland's efforts to promote HRBA (by type of organisation)**



Source: Evaluation team

The case study on HRBA in **headwinds**, in particular, demonstrates that the MFA has been active in stressing the importance of HRBA, but it is primarily the selection of already HRBA-committed and skilled partners that determine the level of application of HRBA in the different cooperation instruments in headwind contexts and issues. The **strongest examples are from CSOs and multilateral agencies**. These partners focus on human rights of persons who are in marginalised situations and discriminated against. In addition to following the MFA guidelines, **UN agencies and many CSOs have their own mandatory HRBA guidelines**.

The case study on HRBA in partnering with multilateral organisations further confirmed the importance of partner organisations' institutional commitments to and adoption of HRBA. Strong policy-level commitment to HRBA within the UN system forms a good point of departure for MFA to promote HRBA progressive or even transformative cooperation. However, a significant share of Finland's funding to multilateral organisations is channelled to IFIs and other organisations that have not adopted HRBA as an approach, e.g., due to the prohibition of political activities or other sensitivities related to the interference in member states' internal affairs. While MFA, through its influencing work, has drawn stronger attention to human rights in some IFIs, particularly in relation to gender equality, the focus has largely remained on less ambitious *do no harm* aspects of HRBA. The example of MFA's HRBA-related cooperation with the World Bank through the HRIE Trust Fund demonstrates the possibilities to strengthen the human rights perspective in these HRBA-wise more challenging organisational contexts (**Box 41**).

**UN agencies typically have policies on HRBA. This enhances prospects for HRBA progressive and transformative cooperation.**



#### Box 41 HRIE Trust Fund

##### HRIE Trust Fund

Support to the Human Rights, Inclusion and Empowerment (HRIE) Trust Fund has been a main channel for MFA to promote HRBA in the World Bank. The Trust Fund aims at enhancing the capacity of the World Bank, government, and other stakeholders on incorporation of human rights in different development initiatives and processes. It has strengthened the incorporation of human rights in analyses and implementation of World Bank operations, built the capacities of World Bank staff and management on human rights in development, as well as developed internal and external partnerships on these issues. It has also contributed to the strengthening of World Bank grievance mechanisms and remedy as an important aspect of accountability in World Bank operations. However, due to the prohibition of political activities in World Bank operations the Trust Fund's is limited in its possibilities to systematically address root causes of discrimination or promote related strategic policy dialogue.

*Source: Evaluation team*

The case study on HRBA in **transition** contexts demonstrates that the increasing emphasis on private sector development and **private sector cooperation instruments** increases the role of companies as development actors in Finland's development cooperation. In private sector interventions, the HRBA focuses primarily on the responsibility of companies to ensure respect for human rights in their business activities in line with the minimum criteria of human rights sensitive level defined in the MFA Guidance Note on HRBA. As reflected in the case study analysis, even though there are forerunners among companies implementing MFA-funded interventions, meeting these minimum criteria on *do no harm* is challenging for many partners due, for example, to their **lack of familiarity with working in environments with high levels of human rights risks or with development cooperation in general**. Furthermore, these partners and interventions primarily focus on developing and expanding responsible business activities and not on the societal changes expected in the key elements of human rights progressive and transformative development cooperation.



#### Box 42 Protection faces structural constraints

##### Protection faces structural constraints

The following two examples illustrate areas where Finland's development cooperation is demonstrating significant HRBA-related effectiveness through working with partners that are strong in HRBA but where prospects for resolving overall patterns of human rights abuses are small.

The work of the West Bank Protection Consortium, in applying a range of methods, including legal actions, financial support for rebuilding, and addressing forced evictions in Palestine, illustrates how HRBA efforts may be very effective in providing protection and reducing the negative impact of human right abuses facing the Palestinian community facing evictions, while not being able to turn the tide in deterioration of conditions. Reporting refers to 'pathways to resilience', but in a broader perspective, the human rights situation in Palestine continues to deteriorate. The Consortium can, in its numerous assistance and protection capacity development outputs, be seen as one of MFA's most effective examples of HRBA while still just alleviating (rather than solving) some of the problems of human rights abuses.

Legal aid to lesbian, gay, bisexual, transexual and intersexual (LGBTQI) persons victims of human rights abuses and dialogue with the judiciary and local police in coastal Kenya has led to improvement in the rule of law for the local LGBTQI community. LGBTQI persons have been able to bring their cases of discrimination to court, which has had the triple effect of (a) them realising that they have the right not to be denied public health services or exposed to other abuses; (b) that their situation is made apparent to the judiciary which increases the awareness of lawyers and judges, and, (c) when they win their cases rule of law is materialised, which give them the confidence to also claim their rights in the future. Furthermore, the police harassment against gay men had decreased at the time of final reporting, according to both the local police and members of the implementing LGBTQI-led CSO. This was not verified by any public data but is still an indicator of the effect of the project's capacity building efforts targeting the local police on the situation of LGBTQI persons. In parallel, the situation for LGBTQI persons has drastically deteriorated in the country and the region, with increased hate speech and violence, including killings of LGBTQI persons. The positive changes of the local human rights situation might be counteracted by the overall negative development, and as such, an example of an 'island of success'.

*Source: Evaluation team*



The scope of HRBA results encountered in this evaluation reflects the structural nature of the problems faced, as well as the limits of relatively short-term and small-scale responses. Finnish HRBA efforts have been effective at a micro level and in working with limited groups of rights-holders in marginalised situations. This is prominent among **FLC partners and the local partners of Finnish CSOs**. There are many examples of effectiveness in **directly addressing local human rights abuses, but the structural factors and difficulties in influencing higher-level duty-bearers limit wider outcomes and sustainability**. The example in **Box 42** above illustrates how HRBA efforts (particularly by **CSOs and FLCs**, and within bilateral programmes) may be very **effective in providing assistance and reducing the negative impact of human rights abuses while not being able to turn the tide in the deterioration of conditions**. Finland's important but inevitably financially limited support for disability issues illustrates this limitation. It was sometimes noted in interviews that Finland's support was seen as unique and important but had limited ultimate impact in a broader perspective as donor and duty-bearer commitments to disability efforts were generally weak. Other donors who do not prioritise disability as a human rights issue were cited by observers as feeling that "*it is nice that Finland does this*".

The focus on the inclusion of persons with disabilities in long-term cooperation through various cooperation instruments and modalities is another example where a **successful response to the demand stays at the community and civil society level without (so far) leading to structural changes in governmental structures**. Rights-holders are able to claim their rights to services and express their voice, which is indeed important from a human rights perspective. At the same time, State commitments that would be needed in order to make these changes sustainable and scale them up are not in place.

Also, the diffusion of changes in attitudes and behaviour is not assured. In discussion with the Ministry of Gender in Tanzania, for example, the intersectional approach (gender and disability) of the United Nations Population Fund (UNFPA) programme on gender-based violence (GBV) was not fully embraced by this partnering ministry. Disability rights fall under another governmental office, and the silo thinking seemed to prevail, with the risk of the programme not achieving structural changes in how governmental GBV programmes are designed. Related challenges exist with the UNFPA's model (supported by Finland) for disability-inclusive youth centres in Iraq. These attracted significant attention from local authorities in Mosul but had thus far elicited little influence at the central level.

Similarly, the growing **focus on private sector development and related cooperation instruments has also led to an increasing micro-level emphasis on strengthening human rights responsibilities on the level of individual companies but less on the level of government policies and practices**. The case study on **transition** contexts indicates that private sector interventions have played a very limited role in addressing root causes of discrimination in legislation, customs, norms, and practices and in engaging in related policy dialogue. In interventions funded by Finnpartnership or invested in by Finnfund,<sup>6</sup> the emphasis in HRBA implementation, where apparent, has primarily been on companies' internal accountability processes through employee engagement or communication and interaction with other key stakeholders in the value chain,

**Support from civil society is enabling persons with disabilities to claim their rights but there is less evidence of this leading to State commitments.**

6 Finnpartnership interventions are implemented companies with MFA grant funding, while Finnfund's development policy investments and loans to companies are expected to return to Finnfund with profit.



such as direct suppliers or sales agents. This is in line with the private sector instrument-related expectations of the HRBA Guidance Note and the focus of the UNGPs. None of the analysed interventions has aimed at creating processes and capacities that address root causes of discrimination in legislation, customs, norms and practices beyond the policies, processes, and practices of companies themselves. The funded companies have not been engaged in corporate human rights responsibility or wider human rights-related strategic policy dialogue with government duty-bearers or other relevant stakeholders.

By contrast, the **headwinds and conflict case studies showed that it has been possible to contribute to smaller but significant and major changes related to very contested rights.** For example, sexual and reproductive health (SRH) services were increasingly accessible to both women and young persons as a result of empowerment processes and dialogue with national and local health authorities and other duty-bearers (Ethiopia, Somalia and Afghanistan). These rights-holders are treated with more respect by midwives and other health staff due to capacity training and, in the case of Somalia, contribution to a new rights-based curriculum for midwives. **Box 42** above illustrates how legal aid to LGBTQI persons combined with capacity building of the local police had improved the local human rights situation for the LGBTQI community. In a more modest example, **FLC cooperation with an apex organisation of persons with disabilities (OPD) in Azerbaijan helped them to raise attention to how prevailing regulations blocked persons with disabilities from accessing the labour market**, which resulted in relevant changes. These results have been possible to achieve thanks to strategic choices on how to engage both rights-holders and duty-bearers, as well as how to discuss the rights with different types and layers of duty-bearers (national ministries, local authorities, service providers and traditional and religious leaders). Though few partners report on structural changes, the parallel approach working at both national and local levels indicates that it is possible to transcend ‘islands of success’ under some circumstances and with good knowledge of how and capacity to engage with different duty-bearers.

### 4.2.3 Enablers and hindrances to HRBA implementation and its effectiveness

**EQ 2.3 What have been the enabling factors and challenges for the Ministry in operationalising the HRBA, and to its effectiveness?**

Enabling factors and challenges relate to both contextual factors and also the nature of the cooperation instruments and modalities. **Table 5** briefly presents examples of key factors inherent in the cooperation instruments and modalities that affect HRBA operationalisation and effectiveness.



**Table 5 Enabling factors and challenges**

ENABLING FACTORS	CHALLENGES//OBSTACLES
<b>BILATERAL INTERVENTIONS AND COUNTRY PROGRAMMING</b>	
<p>In <b>country programming</b>, entry points exist to leverage collective embassy resources and strategic dialogue to bring together duty-bearers and rights-holders due to relations with diverse partners and a strong position for strategic dialogue.</p> <p>In <b>bilateral interventions</b>, MFA's closer engagement with partners provides opportunities to develop an in-depth understanding of how they are engaging within national human rights contexts and provide targeted support and advice.</p>	<p>In country programming, shrinking bilateral portfolios and a limited range of remaining partners have meant that the potential to leverage the advantages of bilateral engagement is hard to achieve.</p> <p>The frequent shift of staff from the MFA and the lack of in-depth understanding of HRBA of career diplomats make consistent HRBA dialogue and monitoring of <b>bilateral interventions</b> difficult.</p>
<b>MULTILATERAL (including multi-bi)</b>	
<p>Many multilateral partner organisations have their own HRBA guidance in place, and there are generally efforts to ensure that these principles are embedded in their approaches.</p> <p>Many multilaterals have clear, pre-existing entry points and mandates to support the capacity development of duty-bearers, an aspect of HRBA that has proven difficult to achieve in other cooperation instruments and modalities.</p> <p>Many multilateral organisations have capacities to refer to and make use of human rights instruments.</p> <p>HRBA is reflected in MFA's <b>multilateral influencing</b> plans and their monitoring to a varying extent. Higher levels of financial support have strengthened the MFA's possibilities to promote HRBA in influencing. Cooperation, especially with other Nordic countries, has supported global-level influencing.</p> <p>In <b>multi-bi projects</b>, MFA and embassies are in a better position to concretely promote and monitor HRBA implementation.</p>	<p>The general nature of global-level reporting or, in some cases, the lack of reporting on HRBA implementation makes HRBA-related monitoring difficult, especially in the case of core funding and other global-level support to multilaterals.</p> <p>IFIs and some other multilateral partner organisations have ambivalent or weak institutional commitments to HRBA.</p> <p>MFA's small size as a donor weakens its voice in larger multilateral organisations.</p> <p>The commitments, capacities and awareness of partners in <b>multi-bi</b> interventions to operationalising their organisations' HRBA guidance have tended to be mixed.</p> <p>MFA's resources for promoting and monitoring HRBA in <b>multi-bi</b> interventions are very limited in countries without embassy staff responsible for development cooperation.</p>
<b>CSO</b>	
<p>Finnish CSOs clearly have strong abilities to develop partnerships with local CSOs and, where needed, invest in their capacities and expand the scope of their work.</p> <p>The flexibility of support to sub-grantees of Finnish CSOs creates opportunities to support small-scale CSOs engaged in HRBA-relevant work but which would otherwise be 'under the radar'.</p> <p>Finnish CSOs are part of networks in Finland (supported by Fingo and in partner countries that facilitate developing and maintaining an in-depth understanding of micro-level human rights contexts.</p>	<p>CSOs have been shown to have limited influence on national-level duty-bearers, either with regard to strengthening their capacities or encouraging greater transparency and accountability.</p> <p>CSOs are often weak in referring to and making use of human rights instruments and human rights mechanism recommendations in their advocacy work.</p> <p>It is often time-consuming to build the partner's capacities: <i>"Especially in cases when southern partners are not so familiar with the principles and implementation of HRBA, it requires a lot of capacity building and time to reach the desired level of implementation. Programme period of 4 years may be too short for building sustainable level of capacities, and the results may be modest in these cases."</i> (Survey respondent, CSO)</p>



ENABLING FACTORS	CHALLENGES//OBSTACLES
<b>FLC</b>	
<p>The flexibility of FLC cooperation and of support to sub-grantees of Finnish CSOs creates opportunities to support small-scale CSOs engaged in HRBA-relevant work but which would otherwise be ‘under the radar’.</p>	<p>The choice of FLC engagements reflects the capacities of embassy staff to assess partners’ HRBA commitments and capacities, and not all embassies have relevant capacities for this assessment.</p>
<b>PRIVATE SECTOR</b>	
<p>The PSIs, particularly Finnfund and Finnpartnership, have benefitted from capacity building from the Shift Project, an expert organisation in business and human rights, in developing their internal processes related to human rights. The MFA staff currently have access to online training on business and human rights.</p> <p>There is an increasing understanding of human rights among businesses. Training is being offered to businesses. (Finnpartnership, PIF).</p> <p>Finnpartnership had a voucher service for human rights consultancy that helped some companies in strengthening their human rights due diligence.</p> <p>Finnfund supported human rights policy alignment and internal capacities: Human Rights Statement 2019 shows a strong commitment to respecting human rights; an active approach to staff training on human rights awareness and skills (Pillar Two, 2021). Human rights risk perspective was integrated into the planning and follow-up of direct and indirect investments and loans by Finnfund staff.</p> <p>PIF has supported companies in conducting Environmental and Social Impact Assessments (ESIA), including human rights assessments during the application phase. Human rights risk management integrated into the PIF Manual (MFA, 2022).</p>	<p>Low capacities in implementing HRBA exist among businesses, relating to their core mandate not being in development cooperation (Finnpartnership, PIF, DevPlat). <i>“Who has time to familiarize oneself with this conceptually difficult issue if it’s not in the core of your work?”</i> (Key informant)</p> <p>Partners must take into consideration the balance between HRBA-related requirements and maintaining the interest of businesses in the funding instrument (especially in the case of Finnpartnership, which targets companies for early phase projects of internationalisation).</p> <p>For development policy investments (Finnfund, NDF), limitations relate to less direct forms of investing, such as investing in private equity funds (Finnfund) or together with other multilaterals (NDF). Finnfund mitigates this by requiring an equal level of processes and policies from funds compared to direct investments, investing together with other like-minded investors, and using the possibility of opting out if needed. NDF often supports Environmental and Social Impact assessments and gender assessments in interventions.</p> <p>Finnfund provides no technical assistance or capacity building other than limited advice to partners during implementation due to a lack of resources.</p> <p>NDF does not integrate HRBA as such (but emphasises persons in vulnerable situations and gender equality).</p> <p>Capacity constraints exist among the staff managing PSIs due to staff rotation (PIF), limited staff resources (PIF, DevPlat) and resources for monitoring (Finnfund).</p>
<b>ICI</b>	
<p>Capacity building of project implementers (the sample interventions have not benefitted from this, as it has started recently). HRBA perspectives are integrated into the revised ICI Manual.</p>	<p>Lack of capacities (implementing organisations, MFA) and understanding of how to concretise HRBA at the project level.</p> <p>The passive role of MFA in supporting with operationalising HRBA.</p>

Source: Evaluation team



**Finding 2.5** Across all the cooperation instruments and modalities, HRBA is primarily applied by the MFA as part of a (planning) process rather than constituting a structure to provide ongoing advice, monitor implementation processes and report on results. The Quality Assurance Board acts as an essential gatekeeper but is not a mechanism to ensure that HRBA is applied in practice.

Across most of the cooperation instruments and modalities, **the main entry point for influencing the application of HRBA is through the Quality Assurance Board**<sup>7</sup>. The board's advice is primarily on plans, and MFA has few opportunities to influence actual implementation, with the exception of bilateral and multi-bi programmes, where there is more of an ongoing dialogue between embassy staff and partners. Overall, interviews strongly emphasised the role of the quality assurance board as an appreciated gatekeeper, ensuring HRBA is taken into account before interventions are approved. But even at this stage, efforts to ensure that interventions include and reflect in-depth power and human rights analyses are often effectively 'too little, too late'. The Quality Assurance Board constitutes an essential component of bringing HRBA to bear on results-based management since the statements to the board include analysis of HRBA in interventions' theories of change and results frameworks.

**The Quality Assurance Board plays an appreciated role but at that stage it may be too late to ensure more in-depth analyses in project design.**

MFA advisors express **frustration at not having the time, resources or systems in place for monitoring how HRBA was applied in project implementation**. One survey respondent commented *"In order to apply it [HRBA] well, there needs to be more resources to use it and also more personnel/experts in the MFA to guide on the implementation and receive feedback from different actors on their needs and challenges in implementing it better"*. The lack of HRBA monitoring tools and follow-up during implementation was also highlighted to be problematic by two **CSO** survey respondents.

MFA monitoring systems largely focus on issues other than HRBA. Some partners under the **CSO** cooperation instrument shared that there was little or no focus on HRBA in the dialogue with MFA on results-based management. This was also the experience of **CSO partners in long-term co-operation contexts** (Tanzania), both direct partners to the MFA or partners to **Finnish CSOs**. The major exception to this is in bilateral and multi-bi cooperation instruments, where direct embassy engagement was described as creating opportunities for closer monitoring.

MFA staff frequently lament that **opportunities for monitoring are particularly weak with global-level multilateral cooperation**, where results are assessed in relation to global data wherein attribution is difficult. Especially in the case of core funding or other unearmarked global level support to multilateral partners, but also in the case of thematically more focused global programmes, the strategies, plans, and reports are often of very general nature and include rather limited information on concrete HRBA-related results. For example, even though the human rights norms and principles are reflected in the global strategic plans and reporting on results of UN agencies like UN Women and UNICEF, the reporting does not assess how coherently and systematically HRBA

<sup>7</sup> It is noted that the plans or proposals of a large share of interventions funded by private sector instruments or development policy investments are not submitted to the Quality Assurance Board. For example, the Finnpartnership and DevPlat co-innovation projects are screened by responsible MFA units. In Finnfund, MFA as an owner is represented in the Board, but is not involved in the operational level management and decision-making related to interventions.



and, for example, the principles of non-discrimination and inclusion are applied in different regions and countries. Regarding development banks, monitoring data or analysis on the implementation of the safeguard policies guiding efforts for ensuring respect for human rights in the banks' operations could not be found in the reviewed reports and other documents.

These challenges in assessing and monitoring the actual HRBA implementation in global-level cooperation with multilateral organisations further suggest the **importance of integrating the HRBA perspective into MFA's dialogue and influencing work with multilateral partners, as highlighted in the HRBA Guidance Note**. However, as demonstrated in the case study on HRBA in partnering with multilaterals, in MFA's organisation-specific influencing plans, and their target setting and monitoring, HRBA as a holistic approach or HRBA-related gaps or weaknesses have not been clearly reflected, as the emphasis has been on the more specific cross-cutting objectives.

**Regarding the private sector instruments, the MFA and its partner organisations managing these cooperation instruments have paid increasing attention to human rights issues and risks during the intervention planning phase.** In line with the HRBA Guidance Note, the aim has been to support the companies in becoming aware of and strengthening their capacities in HRBA through dialogue, training or consultancy support. **Finnfund** has discussed with companies seeking investments and loans about their possible gaps in policies and practices. This has included measures for gradually strengthening the management of their salient human rights risks and monitoring the follow-up during the project implementation especially in connection to planning of the possible following project phases (Finnfund, 2023b). **Finnpartnership** has offered small-scale human rights consultancy voucher services for companies with higher human rights-related risks in their projects, and the human rights perspective has been, to some extent, reflected on a very general level in the consultancy support on social and environmental impacts (see Finding 2.16 below). In the planning of **PIF** interventions with government and private sector partners, specific attention has been paid to the mapping and assessment of salient human rights risks and the integration of their monitoring and management into the project plan. However, in the case of **DevPlat**, attention to human rights risks has been much more limited. As in the case of other funding instruments, the capacities of the MFA to monitor HRBA implementation remains limited, even though the HRBA Guidance Note defines the MFA's role in monitoring human rights principles and human rights-related results in **private sector** partners' operations.

**As for HRBA-related innovation, several of the organisations in various cooperation instruments categorised as transformative have briefly described their innovative approaches or, more commonly, aspirations in their project documents.** There are also examples in which their innovative ideas or approaches have been reflected on and documented during MFA's assessments of their funding proposals. However, reviewed documentation and interviews with supported partner organisations and MFA staff indicate that MFA has not directly encouraged or followed up on the organisations' plans in terms of innovation.

**Due to the recognition of the current limits to influencing interventions beyond the early stage when proposals are being prepared, some broadening of the scope for influencing planning is currently being considered within MFA.** This would involve a longer planning and/or inception period and other possibilities to advise at an earlier stage in the planning. Nonetheless, engagement during implementation via monitoring systems is not seen to be viable, given available MFA human resources. **This relates to the structures of Finnish development cooperation wherein there are few interfaces to influence implementation and assess results in general. An exception to this deficiency is in country programmes, where teams have considerable HRBA skills and more opportunities to engage with partners during implementation.**



In addition to a shortage of staff, many existing staff lack relevant skills and confidence in applying HRBA. In KIIIs, there was also frequent mention of disruption in following up on HRBA due to staff turnover and rotation. Finally, as noted above, **the shift of resources to global-level multilateral funding, wherein the MFA's role is more on influencing policy rather than guiding interventions, has also reduced the entry points to monitor and advise on HRBA during implementation.**

Furthermore, and somewhat surprisingly, the case studies showed that **HRBA has not explicitly been part of the dialogue with those specialised partner CSOs holding strong human rights expertise.** The discussions on achieved changes obviously focus on human rights outcomes since this is the core business of these partners, but according to consulted organisations, the MFA did not follow up on how HRBA was applied in practice. A Finnish partner shared that they found follow-up discussions both on HRBA content and processes weak. **Potentially valuable lessons on the practices of applying rights-based principles are thus not captured, documented or internalised by the MFA.** One important exception to this, shared with the evaluation team, was MFA's invitation to one of its international partner **CSOs** to visit Helsinki to, amongst other things, brief ministry staff on its experiences of working on minority issues applying a HRBA.

**Related to this insufficient attention to follow-up and learning, the attention given to HRBA in evaluations is also limited.** The *Metaevaluation of project and programme evaluations in 2017-2020* (Väth et al., 2022) observed that HRBA is largely not considered by evaluators (51% of evaluations). MFA's evaluation manual, updated in 2022, states, however, that it is essential for any evaluation to assess the application of a HRBA and that the HRBA principles should guide the evaluation process itself (MFA, Development Evaluation Unit, 2022).

**Finding 2.6 Achievements are not uniform within the HRBA levels as there may be both transformative and sensitive aspects within a given intervention, which raises questions about the extent to which the summary levels proposed in the MFA Guidance Note can be expected to reflect the diversity of HRBA results.**

The stepwise 'ladder' assumptions of the MFA Guidance Note (and as reflected in the ToC, Figure 8), which many interviewees interpret as indicating assumptions of a linear process of advancements across the levels, do not reflect the reality. Some interventions are blind in relation to some factors while being progressive or transformative in relation to others (see **Table 6** below). This departs from ToC assumptions that imply the existence of a stepwise HRBA process.

**Table 6 Observations on requirements for an intervention to be assessed as HRBA sensitive**

MFA GUIDELINES: SENSITIVITY LEVEL OF HRBA	COMMENTS
A basic human rights assessment has been conducted to avoid negative effects on the enjoyment of human rights and to ensure that the intervention does not contribute to discriminatory structures, norms, and practices.	This criterion requires a good understanding of prevailing social and cultural norms and practices in the local context and how discriminatory attitudes and behaviours are embedded in structures. The human rights assessment, therefore, needs to be developed based on a power analysis. Analyses of how many partners address this requirement indicate that capacities to articulate these aspects in their human rights assessments are modest at best.
Human rights principles guide the planning, implementation, monitoring and evaluation of the intervention	This criterion is ambitious as it indicates that the full programme cycle should be guided by the rights-based principles and thus emphasises the process-wise application of HRBA. This is an aspect that is rarely fulfilled at this level or in the other steps of the ladder. A more realistic criterion would be to demand that the principles are understood and reflected upon, at least at the identification and planning stage.

Source: Evaluation team



**The minimum requirements of *do no harm* defined for CCOs form an integral element of human rights analysis required from human rights sensitive interventions.** It is indeed intentional that the sensitivity/*do no harm* level is similar in HRBA and CCOs. This can be seen as a common core of minimum requirements. Thus, there is no need to differentiate them – what is needed is that there is sufficient analysis of both HRBA and the CCOs, either separately or in one analysis with different sub-topics where gender and non-discrimination are sub-topics in a human rights analysis.

However, there is a tendency to accept very limited power analyses and a lack of attention to the processes by which human rights abuses will be identified, monitored and addressed in implementation processes in intervention plans, including CCO-related elements. This does not necessarily suggest a tendency to accept lack of analysis of the processes mentioned, but rather time and resource constraints in how much guidance is sought, how much guidance the advisers are expected to give (with a view not to overburden the project desk or partner), and how much the partner is able or willing to take on board due to their time/resource/capacity constraints. As such, the evaluation team judges that this is more a capacity constraint than a general acceptance of limited analyses.

**Finding 2.7 The designated levels of HRBA from the Guidance Note may provide a useful metric for maintaining an overall focus on human rights results, but the tendency in planning processes to focus on attaining higher levels has been overemphasised at the expense of encouraging adaptive and innovative processes.**

Partly due to the ambiguities in classifications described above, the **guidance note requirement that supported interventions are categorised as sensitive, progressive or transformative, together with related minimum criteria, are probably the most questioned aspects of current praxis amongst interviewed MFA staff.** Some are concerned that the ways that level requirements are applied may even be counter-productive as they distract from adapting programmes and projects to contextual opportunities and constraints. Others see the categories as useful to maintain attention on aggregate results but feel that they have at times, received undue emphasis. The evaluation team concurs with the latter.

Furthermore, the application of standardised assessment criteria for HRBA may fail to reflect **unique aspects of HRBA that characterise specific cooperation instruments and other categories of interventions.** The private sector has metrics that are unique, as do various sectors and types of interventions. **Box 43** below describes how, when supporting persons with disabilities, ‘rights’ related to overcoming isolation and creating a sense of dignity can be highly transformational, even if these process objectives are not necessarily in focus when the focus is on the outcomes achieved during project timeframes.



**Box 43 Overcoming profound isolation and enhancing the self-esteem and dignity of persons with disabilities and their organisations**

**Overcoming profound isolation and enhancing the self-esteem and dignity of persons with disabilities and their organisations**

The evaluation team noted some aspects of interventions that stand out as being transformative, even if a given intervention does not ‘tick all the boxes’ of being transformative. This is apparent in some disability interventions that seek to overcome the severe marginalisation of persons with disabilities. Abilis emphasises the social empowerment aspects of inclusion in their work in response to the particular problems of isolation facing persons with disabilities. This focus on the position of the individual has been noted as unique (Coventry & Toikka 2020). Unusual targets such as numbers of friendships and participation in events reflect the seemingly mundane but fundamental aspects of inclusion given rights-holder the socio-cultural factors that frequently lead to severe isolation and exclusion. Abilis is aware that many of its partners have had virtually no contact with persons with other forms of disability or from outside their localities, which makes these socialisation aspects particularly important.

The evaluation also uncovered significant examples of the importance of enhancing self-esteem and overcoming isolation. In Somalia, interviewees with the General Assistance and Volunteer Organisation (GAVO) highlighted how working with girls with disabilities has provided a basis for building their self-esteem, and confidence that has, in turn, helped them to start businesses and seek out employment. Examples are acknowledged as small but indicative of the possibilities of achieving broader human rights outcomes from more modest livelihood efforts. Related to self-esteem, dignity was raised as an important HRBA-related objective in one interview, referring to the right to privacy for women with disabilities accessing health services. Convincing parents not to hide their children with disabilities was stressed by one interviewee. GAVO has also been successful in creating recognition of mental health care as a need in Somalia, associated with the trauma from the conflict. This has involved both advocacy to authorities who have developed a strategy and creating a department to deal with these non-visible disabilities. It has also involved fighting stigma. They acknowledge that progress has been incremental at best.

One of the most transformational aspects of dignity that have been supported is the work of the Finnish Lutheran Overseas Mission (FLOM) and Disability Partnership Finland (DPF) partner, Tegsh Tusgal in Mongolia in introducing and strengthening rights-holders’ and duty-bearers’ capacities to use sign language. This has been described as providing the basis for a fundamental shift in becoming able to communicate and thus participate in society among a sector of the population that had been severely excluded in the past. This example of working towards linguistic rights and cultural identity has been such a clear and momentous change for those benefiting that it may be one of the clearest examples of transformation encountered. The extent to which duty-bearers have embraced (and financed) their responsibilities in terms of ensuring that translators are available as required remains uncertain, but significant results have been achieved in acknowledgement of these responsibilities in legislation and to some extent in practice. This has been particularly notable in Mongolia, where due to the legacy of the past communist system, duty-bearers’ understanding of accountability is still not well established.

*Source: Evaluation team*



**Finding 2.8 HRBA should enable development actors to systematically address institutional norms that influence human rights achievements. This potential is often not realised because of difficulties encountered in undertaking (and applying) human rights and conflict assessments.**

**By anchoring Finland's application of HRBA in human rights analyses is essential for ensuring that development cooperation is coherent with Finland's broader international commitments.** This encompasses MFA's human rights commitments to parliament and the Finnish population. In its human rights policy, and also in foreign and security policy, Finland promotes adherence to the rule-based international system. Strong linkages of development cooperation efforts to the human rights mechanisms would be expected to contribute to these wider policy goals. These issues are outside the scope of this evaluation to assess, but it is important to highlight these meta-level aspects of coherence as being of fundamental importance for understanding the 'added value' of HRBA.

Contextual analyses are essential for understanding the structural factors that enable and constrain progressive and transformative HRBA, most notably attitudinal and behavioural aspects. These analyses come in various forms, including human rights assessments, conflict analyses, political economy analyses and do no harm assessments. In MFA interviews, **human rights assessments and conflict assessments are often described together, given the interrelated nature of the issues raised in conflict-affected countries.** The extent to which the embassies invest in their own assessments appears to vary in relation to the magnitude of the intervention and cooperation instrument. For example, with Asian embassies, the ability to undertake such assessments for small FLC projects is lacking; therefore, these projects are few. By contrast, when the embassy in Myanmar received a UN Food and Agriculture Organisation (FAO) proposal that had a weak conflict assessment, the embassy undertook an analysis themselves.

**Finding 2.9 Partners are not clearly articulating how HRBA contributes to their processes and results, sometimes due to a lack of skills in reporting on attitude and behaviour changes and sometimes due to a lack of clarity in HRBA-specific reporting requirements.**

In order to systemically address institutional norms that enable or constrain human rights, **development partners must be able to apply critical reflection, analysis and monitoring of intended and achieved changes through a human rights lens.** Unfortunately, many partners have difficulties in articulating what they are learning about human rights norms and how they are applying this learning in practice. **Across the cooperation instruments and modalities, partners lack the tools and capacities to analyse and describe changes in attitudes and influence over socio-cultural norms emerging from the implementation of a HRBA.** They also tend to omit reporting on how rights-based principles are applied. Assessing the results of HRBA in **conflict and headwinds** contexts, in particular, is difficult due to the fact that most narrative reports tend

**Many partners have difficulty articulating how they are influencing the application of human rights norms.**

to focus on implemented activities only. In Kenya, this was recognised by **CSO and multilateral partners** as being related to the difficulties in measuring the attitudinal or behavioural changes required to achieve HRBA aims, such as greater accountability of local government or inclusion of populations in marginalised situations. Peace-building partners described the importance of these aims, but an overall review of documentation indicates that the recording of these changes is limited.



Shifts in attitudes were, however, monitored and recorded at the service provider level, among moral duty-bearers (religious leaders) and at the community level by partners working with headwind issues both in challenging and contexts of long-term partnerships. An important caveat in drawing conclusions about effectiveness in actual results achievement is to note that **although partners may be 'doing' ostensibly transformational activities and achieving modest but valued results, they may lack appropriate skills to then collect robust evidence of and explain achievements at systems levels.** This may reflect human resource investments wherein capacities for documenting in-depth analyses may not be given priority within partner organisations. There are various examples of statements of grand HRBA impacts, which are then backed up by descriptions of activities due to a lack of capacities to explain the intervening processes. These weaknesses can also be seen as indicating that these kinds of analyses may be beyond the capacities of local partners and, therefore, would need to be undertaken by specialised third-party actors.

Weaknesses in reporting may also derive from insufficient clarity regarding **MFA's results-based reporting requirements that do not consistently include requests to document HRBA-related results in the reporting on outputs, outcomes and impacts or to report on the monitoring and management of human rights risks.** The requirement to take human rights commitments and principles into consideration in the results framework is reflected in MFA's results-based management guidance (MFA, n.d.b) and further concretised e.g., in the Manual for Bilateral Programmes (MFA, 2018b). However, more hands-on guidance to human rights-based ToC and results framework development with concrete examples and attention to the non-linearities and need for adaptiveness is still lacking.

The case of the HRIE Trust Fund of the World Bank sheds light on how **the short implementation period also affects the monitoring and reporting of HRBA results.** The implementation period of the Trust Fund grants is set at two years. This is a short time for achieving measurable, transformative results in human rights, which is reflected in the focus on output indicators (e.g., quantity and quality of training) in the reporting of the Trust Fund. However, reporting on outcome or impact-level results (e.g., changes in the trained persons' conduct in their work) would require follow-up on the project beyond the two-year implementation period. Similar challenges affecting monitoring and reporting on HRBA results were observed also in other short-term interventions or interventions focusing on initiating and piloting new tools or approaches.

Though still on a limited scale, some **multilateral and CSO** interventions are engaging young people in monitoring HRBA. This includes the UNFPA SRHR programme in Somalia, Plan International Finland's projects in Ethiopia and Mozambique, and Liike/SDA in Tanzania. These examples harbour both empowerment processes of young rights-holders where they co-lead and monitor activities that aim to strengthen their own agency and rights and contribution to attitude shifts towards young citizens from local and national duty-bearers. **These projects are examples of how rights-holders can be involved in the monitoring of human rights outcomes, and thus an illustration of how HRBA is applied both as end goal and process-wise.** With a closer and more systematic HRBA monitoring by the MFA of models like these, lessons can be captured and serve as good practices that could be shared with other partners and for internal HRBA capacity building of MFA staff.

**Finding 2.10 HRBA has gained traction in conjunction with related commitments to cross-cutting objectives, even though there is limited understanding of the differences and relationship between the two.**

**The long-term case study illustrates overlaps between the HRBA principles and the CCOs. Attention to the CCOs of gender equality and inclusion of persons with disabilities has**



helped to strengthen the principles of participation and non-discrimination in country programmes and in the design of interventions. Women and girls are particularly targeted, and all projects in the case study sample have some degree of inclusion of persons with disabilities. However, it is not always clear if the CCOs are also understood as a reflection of the principles of non-discrimination and active and meaningful participation or if they reflect the systemic approach of HRBA or the demand to integrate CCOs. Also, other forms of discrimination are generally overlooked. A similar emphasis on the CCOs of gender equality and inclusion of persons with disabilities without explicit linkages to HRBA is also clearly reflected in Finland's influencing work in many **multilateral** organisations, as demonstrated in the case study on partnering with **multilaterals**, while in some influencing processes, e.g., MFA's organizational level influencing work in UN Women and gender strategy related influencing work in the World Bank, MFA has taken an active role in strengthening the HRBA – CCO linkages.

The interventions in the case studies on disability and headwinds generally show a rather narrow understanding of the non-discrimination principle to mainly concern inclusion of persons with disabilities, age and sex/gender, and in general terms, rights-holders in poverty. Ethnicity, religion, or other social categories are seldom identified as possible factors influencing access to services, citizens' rights, voice, or participation in development processes. It is not possible to say if the focus on persons with disabilities and women and girls is strictly a result of the application of HRBA, of the MFA's demands on CCOs, or both.

**Despite strong emphasis on non-discrimination related to disability, gender and poverty, attention to discrimination related to ethnicity, religion or other social categories is lacking.**

In principle, the CCOs should strengthen the implementation of HRBA and the human rights principles of equality and non-discrimination and participation and inclusion and vice versa (see finding 2.6 above). However, it is not clear from the sample of this evaluation how partners and sometimes also MFA staff interpret the relation between HRBA and the CCOs. Across most of the sample, attention to groups in marginalised situations (other than women and per-

sons with disabilities) is not evident, and most interventions lack an intersectional approach (see **Box 44** below). MFA's recently published revised guidelines on CCOs aim at clarifying the linkages between the CCOs on gender equality and non-discrimination with emphasis on the inclusion of persons with disabilities and the HRBA (**Table 7**). These CCOs are noted to be part of a continuum to the HRBA, and in connection to the CCO on non-discrimination, attention is also drawn to intersecting forms of discrimination. (MFA, 2023)



**Table 7 HRBA-CCO continuum**

**HRBA - Human rights sensitive level:** Unintentional negative effects on the enjoyment of human rights and contribution to discriminatory structures, norms and practices avoided.

**CCOs on gender equality and non-discrimination with a focus on inclusion of persons with disabilities - Do no harm:** Negative impact on the realisation of the rights of women, girls, sexual or gender minorities or persons with disabilities avoided.

SYNERGIES	DIFFERENCES
<p>Both HRBA and CCO require an assessment to avoid negative impacts on human rights. CCOs enforce attention to gender and disability related impacts.</p> <p>HRBA requires the application of all human rights principles in the processes of the interventions, while the CCO focuses on equal participation and inclusion by all genders and persons with disabilities. HRBA calls for focus on particularly marginalised and discriminated rights-holders living in poverty, which underlines the synergy between the CCOs and HRBA.</p> <p>While the application of human rights principles implies attention to the rights of persons with disabilities in HRBA, the CCOs emphasise the need to assess and address accessibility issues and harmful attitudinal barriers affecting the participation of persons with disabilities.</p> <p>CCOs require continuous assessment of the impacts of the intervention on gender equality and disability that contribute to HRBA implementation.</p> <p>Both HRBA and CCOs pay attention to the disaggregation of data. CCOs strengthen attention paid to the collection, analysis and use of data disaggregated by sex, disability and age.</p>	<p>While HRBA looks into the human rights risks in general, including different genders and persons in marginalised situations, the CCO focuses on the rights of women, girls and persons with disabilities.</p> <p>In the narrower implementation of the minimum requirements in the CCO guidelines, aspects of intersectionality, e.g., related to marriage status, profession, religion, sexual orientation, etc. may be missed. Even though HRBA implies comprehensive application of all human rights principles, in practice, attention to intersectionality remains often weak, including in the implementation of the approach.</p> <p>Continuity of human rights assessment and monitoring is not that systematically reflected in MFA's HRBA-related guidance.</p> <p>Disaggregation of data required already as part of <i>do no harm</i>, while in HRBA guidance, it is expected in human rights progressive interventions.</p>

Source: Evaluation team



#### Box 44 Intersectionality

##### Intersectionality

A distinction between CCOs and HRBA tends to be that the latter provides a more holistic basis for embracing intersectionality. The term intersectionality was coined by Kimberly Crenshaw in 1989 to describe how interrelated power relations affect persons differently due to the combination of social identities that a person is associated with. Crenshaw described it as a “lens for seeing the way in which various forms of inequality often operate together and exacerbate each other”. Discrimination and privileges are with this understanding based on various interlinked factors that either deprive a person of her rights or entitle her not only with her rights but also privileges denied to others.

To counteract gender discrimination for example, it is thus not sufficient to only look at how power relations based on sexism operate. The experiences of women in all their diversity differ due, e.g. to their age, origin, race, ethnicity, health, sexual orientation, functional variance/disability, or other social identity that matters in a given situation or context. An intersectional analysis visualises how to shape society so that different experiences of marginalisation or discrimination are taken into account. A migrant child without legal papers will be exposed to different forms of risks and discrimination depending on if it is a boy or a girl, if it is a young child or adolescent, if it belongs to a stigmatized ethnic group or not, or if it has intellectual challenges. An intervention aiming to protect the rights of children on the move needs to consider the intersection of these and similar risks and their impact on different children. Being a *migrant without paper* is just one factor that affects the different children.

A general comment of the UN Committee on the Rights of Persons with Disabilities provides another illustration: “*Intersectional discrimination can appear as direct or indirect discrimination, denial of reasonable accommodation or harassment. For example, while denial of access to general health-related information due to inaccessible format affects all persons on the basis of disability, the denial to a blind woman of access to family planning services restricts her rights based on the intersection of her gender and disability...*”

Source: Evaluation team

**Finding 2.11 Innovation is happening as partners adapt to changing circumstances. These processes are incremental and rely on MFA acceptance of iterative approaches over time.**

**In interventions of a transformational nature, innovative approaches are primarily observed in projects and programmes implemented by CSOs, funded under the CSO or FLC cooperation instruments, or amongst UN agencies funded under the multilateral cooperation instrument, e.g., the UN Human Rights Programmes and the UNICEF innovation hubs in Helsinki.** Innovations are often triggered by changes in international human rights law, increased needs to counter opposition to core human rights principles, such as gender equality and non-discrimination, and changes in the immediate environment in which organisations operate, such as freedom of association restrictions and the effects of the Covid-19 pandemic.

**The pandemic was a driver of innovation in several different ways.** It forced the use of digital technology. This facilitated wider participation in many cases but also further marginalised some groups who are outside the ‘digital divide’. The pandemic also increased the prevalence of certain



human rights violations, domestic violence, most notably, and the need to respond to these. It furthermore highlighted inequalities and unequal access to public resources, which in turn has sparked an interest in developing new methods for assessing and strengthening advocacy around economic and social rights. **Even though the pandemic resulted in, and laid the foundation for, some radical changes in how development programmes are implemented, the case study indicates that innovations are more often incremental than radical and that it is often difficult to distinguish innovation from broader development trends.** To the extent innovations have strengthened the application of HRBA, they have done so by strengthening **CSOs** and the capacity and voice of rights-holders. Key informant interviews and the intervention sample assessed indicate that there are very few innovations and new trends focusing on enhancing the ability of duty-bearers to live up to their human rights obligations, which may be an effect of the high degree to which transformational innovations are implemented by **CSOs**.

The literature reviewed, and informants interviewed by the evaluation team highlight how **innovative approaches require donors to be prepared to accept a level of risk.** Innovation also requires donors that are willing to provide flexible funding arrangements that allow for long-term and iterative learning processes as well as dissemination and scaling up of successful innovation attempts (OECD, n.d.). Through its financial support, Finland has supported a number of organisations applying innovative approaches and new ways of working with HRBA, usually as part of a bigger and more traditional programme. MFA's cooperation with Fingo's Powerbank initiative, which assists the development **CSOs** with innovation, has helped realise several projects aiming at enhancing the rights of marginalized and discriminated groups, including innovations focusing on strengthening the inclusion of people living with disabilities and supporting victims of domestic violence.

**Push-back against human rights and other challenging circumstances are drivers of innovation.**

**Finding 2.12 Strikingly few examples were encountered of international human rights law being applied and of human rights mechanisms being used in an explicit and systematic manner. A partial exception to this gap in the application of HRBA was noted with disability organisations applying CRPD.**

**International development cooperation actors applying a human rights-based approach often stress the importance of linking interventions to both international human rights law and international and regional human rights monitoring systems.**<sup>8</sup> Finland's Guidance Note states that Finland's political dialogue should be "informed by the recommendations of the UN human rights monitoring systems, in particular the Universal Periodic Review (UPR), the treaty bodies and the special procedures" and notes that regional monitoring mechanisms can also add value. This is reflected in country programming, where MFA and embassies have participated in, e.g., UPR-related dialogue. However, the guidance note does not refer to the relevance of linking individual development interventions more generally to international human rights mechanisms.

To be human rights sensitive, as defined in the Guidance Note, an intervention should be grounded in a human rights assessment. These **assessments (which are of varying depth) frequently make reference to particular human rights standards, but they very rarely refer to the**

<sup>8</sup> See for instance, Universal Rights Group and Norwegian Ministry of Foreign Affairs (2018). Global Human Rights Implementation Agenda: The Role of International Development Partners. Report of the informal meeting of development partners on 'International support for the national implementation of human rights obligations and commitments.' Held at the Ministry of Foreign Affairs of Norway, Oslo, 20 April 2020.



**recommendations of the UN human rights mechanisms**, linking the analysis to an ongoing human rights discourse. It is even more rare that the monitoring mechanisms of the regional human rights instruments are referred to. **However, even when a sound human rights assessment has been carried out, key informants point out that these assessments quite often serve as a stand-alone document that is not properly considered in programme design, including the setting of objectives.**

**Human rights assessments rarely make reference to the recommendations of the UN human rights mechanisms.**

As for the theories of change and expected results, **some project proposals make passing reference to the standards set out in international human rights law, but few provide further detail explaining how they will draw on the regional or inter-**

**national human rights systems.** In private sector instruments, human rights norms have been weakly applied in most of the interventions to guide the planning, implementation, monitoring and evaluation.

By contrast, amongst organisations working with people with disabilities, there is a fairly consistent reference to CRPD in most intervention documents. Nonetheless, even in these examples, the specifics of how the convention is applied are mentioned in only a minority of the intervention documents and in the interviews undertaken by the evaluation team. This can be interpreted to suggest that **HRBA has primarily added value in introducing an awareness of the importance of overall human rights norms in disability initiatives. Nonetheless, in most cases, recognition of the importance of CRPD has not been accompanied by critical analyses of how the CRPD should guide their work.**

There is a general trend in transformative cases towards building broad advocacy coalitions. **While there are also various civil society coalitions established to facilitate civil society advocacy in relation to the Universal Periodic Review (Box 45) and treaty bodies, the degree to which the organisations drive or are otherwise involved in these processes varies.** Disability Partnership Finland reports significant progress in engaging its partners in CRPD monitoring processes, with 72% of partners participating in national monitoring or parallel processes (Disability Partnership Finland, 2021). Another category of organisations actively engaged in parallel or alternative human rights treaty or UPR reporting is organisations working on supporting human rights defenders. In 2021, the Tanzania Human Rights Defenders Coalition coordinated the Tanzanian civil society's joint shadow report to the UPR, a process in which more than 200 **local CSOs** participated. A majority of the recommendations put forward were accepted by the government.

**The absence of a clear instruction in Finland's guidance note may be one contributing factor to why supported interventions to only a limited extent make use of international human rights law and, in particular, human rights monitoring mechanisms.** However, as pointed out by key informants, the way these recommendations are formulated is not always very applicable from a development cooperation perspective, at least not in relation to individual interventions. UPR, treaty body and special procedures recommendations tend to be broad and quite general in nature. More specific treaty body recommendations could perhaps have served to provide more effective guidance for the focus and implementation of individual interventions.



#### Box 45 UN human rights monitoring

##### UN human rights monitoring

The UN human rights monitoring mechanisms are divided into treaty-based and charter-based-bodies. The treaty bodies monitor implementation of the core human rights treaties. The charter-based mechanisms are the Human Rights Council and its Universal Periodic Review (UPR), independent investigations and special procedures, including special rapporteurs with thematic or country-specific mandates.

Source: OHCHR, 2022

**Finding 2.13 HRBA-sensitive service provision is more predominant than progressive/transformational advocacy and engagement with duty-bearers. Particularly within the FLC and CSO cooperation instruments and modalities, this reflects the nature and roles of small local partners and the demands of their constituents, as well as the prevalence of humanitarian and needs-based approaches.**

Many local CSO and FLC partners are oriented towards basic service provision, and it would be unrealistic to expect that they will develop the capacities, commitments or power to seek to hold duty-bearers to account or actively pursue advocacy and transparency. This is particularly prevalent in disability interventions. Service provision is strongly emphasised in the descriptions in the documentation of the work of the sub-grantees of Finnish CSOs. These service providers often perceive their roles as supporting their constituents in accessing basic services. Most of those they represent are not aware of their rights. These organisations, therefore, respond to the demands of these rights-holders, which means prioritising access to resources and services as opposed to more transformative ambitions. In the words of an interviewee (describing CSO projects), *“One point to highlight is that all Finnish projects are demand-driven, which is not always HRBA. So our aid is focused on needs rather than rights.”*

When focused on disability, the **prioritisation of service provision is frequently justified by the desperate conditions faced by persons with disabilities** that demand, for example, a ‘livelihoods first’ focus. This implies a needs orientation that can be perceived as limiting how much HRBA can be pursued. Some observers described the importance of economic rights when targeting populations in particularly marginalised situations as being the most strategic aspect of being ‘left behind’ that needs to be addressed. Despite a very strong transformational ethos among some Finnish CSOs, they recognise that many of their **small, weak OPD partners are not eager to become more transformational**. They are inevitably oriented towards livelihood services due to the demands of their constituents.

**Livelihood support may not reflect transformational HRBA, but a focus on economic rights may be the most strategic approach to overcome being ‘left behind’.**

Nonetheless, **discussions around rights to services can be an entry point to broader human rights perspectives**. One CSO partner described how they used coffee ceremonies in Ethiopia as a way to generate discussions about the needs of the participating women with disabilities, which led to more challenging conversations about gender-based violence and SRHR. These and other



conversations were described as leading to increased voice and self-esteem. Furthermore, when providing capacity development for health service providers, this has often been a first opportunity to raise awareness of the rights of women and persons with disabilities and the responsibility of duty-bearers. Other projects are described in interviews as creating opportunities for **conversations about rights between small CSOs and local authorities**. This is seen as an entry point to finding out what can be done to strengthen duty-bearer accountabilities in ways that reflect local realities.

Some **CSO and multilateral** partners perceive their services to be transformational, given the profound levels of discrimination faced by persons with disabilities. For example, Physicians for Social Responsibility describes the **right to SRH services as responding to discriminatory attitudes that consider women and girls with disabilities as genderless and asexual, leading to practices such as forced sterilisations**. These efforts and others have led to attitudinal changes among frontline service providers, as they have been encouraged and given tools to listen to the women they serve and to recognise how disability may hinder their capacities to express themselves. This has been particularly important when dealing with delicate topics such as SRHR. The Finnish Somalia Network and its local partners recognise that the strongest aspect of HRBA in the Hiil Hooyo project has been this change in the **relationship between frontline service providers and women with disabilities and the provision of a platform for these service providers to reflect on prevailing discriminatory norms**.

*“Before attending the ... training, we used not to attend to the women with disabilities since we thought they would require more attention, wasting a lot of time. We were unaware we violated their rights and discriminated against them in accessing maternal healthcare services.” (KII, partner)*

Another interviewee described this as follows:

*“When women come to the maternal and child health centre, and they find someone to listen to them, that is giving them a voice. It also gives them a chance to talk about other issues, not just their pregnancy, that can help the health staff deal with them. We had to train the midwives and nurses on being observant and to actively listen. When they see a woman is struggling to express herself or even to understand instructions, they should pause and consider maybe the woman has an issue, like hard of hearing or dumb or even cannot see properly. So don't shout at them, but take time with them to better understand.” (KII, partner)*

**Finding 2.14 Despite the flexibility of current guidance, the diversity of contexts and the complexity of responding to divergent goals have meant that there is often uncertainty within the MFA and among partners regarding how to tailor HRBA to their circumstances. This is a particular concern within triple nexus interventions, primarily when implemented by CSOs.**

HRBA guidance is generally seen to have **provided space for programme officers and partners to adapt the principles to their contexts and cooperation instruments and modalities**. The flip side of this is that it is not always seen as providing sufficient guidance for dealing with these diverse challenges. Understanding the scope for (and risks in) the application of HRBA and the nature of subsequent results in conflict settings is at the heart of **unresolved triple nexus conundrums** faced by all development agencies, not only Finland and its partners:

- Responding to needs versus rights as a mandate for intervention;
- Readiness to confront human rights abuses versus reducing tensions and avoiding conflict;



- Neutrality versus confronting the power and political factors that lead to failures to respect human rights.

The resulting universal conundrums are reflected in prevailing frustrations, apparent in interviews within the MFA and among partners. This frustration, in turn, reflects how the opportunities and obstacles to applying HRBA are very different in each **conflict context**. Central to this diversity are the opportunities and obstacles regarding engagement with duty-bearers, ranging from the strict sanction-related restrictions in Syria and Myanmar to proactive engagement in Somalia, to the uncertainties emerging in the devolution process in Kenya, to the failure of the state to accept responsibilities in Lebanon and the occupying power being the main violator of rights in Palestine. Each constitutes a unique set of challenges in determining how to engage with duty-bearers.

The West Bank Protection Consortium is a clear (but rare and unique) example of an intervention that explicitly reflects humanitarian principles while also explicitly responding to human rights violations and intentional ‘de-development’ efforts. This nexus approach is in response to the occupying power actively seeking to undermine the livelihoods and living conditions of the conflict-affected population.

This ‘protection-centred approach to humanitarian response’ shows that **human rights and humanitarian norms are not necessarily incompatible**. Overall, this intervention has proven highly effective, with numerous outputs and outcomes reported in relation to rights-holder capacities, duty-bearer accountability, non-discrimination and rights-holder participation, even if opportunities for strengthening aspects related to duty-bearer capacities have been more limited. Legal advice, policy analysis and dialogue with the Palestinian Authority are the main entry points, but absorptive capacities are limited. An external evaluation (Sandouka, M., Freij, N., 2018) notes that the programme lacks systems to strengthen local **CSOs** and otherwise contribute to localisation.

**‘Protection-centred humanitarian response’ exemplifies how human rights and humanitarian norms can be brought together.**

Similarly, **headwind issues in general, and in particular when being promoted in conflict-stricken contexts, require a high level of adaptation to how rights can be discussed and rights-based principles applied in implementation**. For example, in Afghanistan, SRH services may only be possible by actively excluding groups of rights-holders, like unmarried girls and women. The question arises whether, when operating within this limitation, the work can still be considered to follow HRBA and be gender sensitive according to the HRBA guidelines stating the minimum requirement of human rights principles, including the principle of equality and non-discrimination, to guide the planning, implementation, monitoring and evaluation of all interventions (MFA, 2015). Another example noted in several of the case studies is the absence of many minority groups in the interventions. For example, partners seem to be cautious regarding ‘doing harm’ by raising tensions when bringing ethnic or racial discrimination to the surface or are unaware of this form of discrimination. There is a risk that the contextual *do no harm* approach follows a problem analysis reflecting the views of the majority/dominant group. This is discussed further in section 3.3.2 below.

The international guidance that exists on HRBA and triple nexus issues tends to stress that the two approaches can reinforce each other. A 2022 evaluation of how Danish CSOs work with nexus issues found that Leave No-One Behind in some conflict contexts can help open doors as it may be less politically charged than peace language (Ministry of Foreign Affairs of Denmark, 2022). The Swiss Agency for Development and Cooperation’s Learning Journey on the triple nexus found



equality, inclusion and opportunities for political participation, which are all central aspects of a HRBA, to be potential entry points to engage with peace activities (Swiss Agency for Development and Cooperation, 2022). However, the evaluation team has not come across any more detailed guidance on how to tailor HRBA to nexus programmes and contexts, which can help Finland address existing uncertainties on how to adjust HRBA to prevailing circumstances. Ultimately, as noted by some interviewees, the most important strategy for ensuring the effective implementation of a HRBA, including addressing the universal conundrums relating to HRBA in conflict settings, is to ensure that staff members have the best possible understanding of the political economy of the context in which an intervention is implemented. It is equally important that the implementing organisation encourages ongoing reflection and learning and has the capacity to adjust its approach to contextual changes and new knowledge.

**The MFA has had difficulty advising on how HRBA can be applied in conflict contexts** wherein many underlying assumptions may be invalid (e.g., the presence of legitimate duty-bearers) and where there is a constant need to balance the humanitarian imperative of focusing on immediate needs with addressing structural constraints on human rights. One interviewee stressed that *“the quality assurance board is very developmental”*, and therefore, their advice has not fit well with nexus challenges. She continued:

*“We spend so much time in looking at theories rather than practice. The QA Board can be a distortive element. Idea is good, but becomes a fantasy world in dealing with conflict countries. The day the funding ends, there will be nothing, no human rights. This is the way it is.”* (KII, MFA)

**Finding 2.15 Pragmatism in Finland’s application of HRBA is important for partners to work within their individual capacities, but this flexibility may encourage them to overlook the structural changes needed to impact human rights.**

Within country programmes and general embassy dialogue, as well as in a significant proportion of **CSO and FLC** cooperation, MFA informants emphasise that **HRBA is applied in a pragmatic manner, giving priority to concrete aspects such as rights to health care, education and food**. Partners and outside observers also praise the pragmatism with which Finland promotes HRBA. In some countries, where views regarding how to approach these rights are relatively aligned, the **discussions are primarily about means to achieve these practical goals focused on economic and social rights as perceived through a HRBA lens**. In Kenya, for example, this involves joint discussions around the implications of devolution for the shift in duty-bearer responsibilities and accountabilities to the county level.

**This focus on rights to services is related to a tendency to equate support to access to services by populations in marginalised situations with HRBA**. This is described in interviews as being important for keeping an emphasis on what are seen to be basic duty-bearer capacities. A focus on access to services is not in contradiction to transformational approaches when the rationale is based on a view that rights-holders are entitled to the services and that it is ultimately the responsibility of the state to provide these services (as outlined in the HRBA Theory of Change), and there are indeed many examples of linking services to confronting the power structures that constrain inclusion. One interviewee described this search for practical implications in relation to looking at the ultimate impact on rights-holders, *“Linking what we do and seeing that we need to do to keep the human aspect even if we don’t always talk about rights.”*

The case study on innovations and trends towards transformation found that in recent years, there have been attempts at revitalising work on economic, social and cultural (ESC) rights, and efforts have been made to find new methods for assessing and promoting these rights. **Interviewees**



**have argued that the pandemic revealed a need to make the link between human rights, politics, and economic policy more explicit.** In his most recent report to the UN Human Rights Council, UN High Commissioner for Human Rights Volker Turk promoted the idea of a “human rights economy”, i.e., an economy in which “the aim of advancing human rights informs all national economic, fiscal, monetary, investment and business decisions”, stating that such measures would “bring immense benefit to millions of people.” (Türk V., 2023) A number of **CSOs** are playing a central role in the human rights economy discourse and, in particular, the taxation and human rights conversation. While Finland may not support the most vocal organisations, it does support several actors that are working with ESC rights and, in some cases, doing so innovatively. Through its support to Minority Rights Group International (MRG), Finland has supported the application of the so-called OPERA framework, which is an example of an innovative approach to collecting and using disaggregated data which, among other things, has helped MRG and its partners making the link between local challenges and national policies more explicit.

**References to the need for pragmatism reflect the acknowledgement that the leverage of support for transformational changes from a small donor is limited.** One interviewee acknowledged that ambitions to shift the power structures that obstruct human rights goals “may be too much to ask”, acknowledging that much of the partners are unlikely to achieve progressive or transformative status. Rather than taking on issues that have little chance of success, there is a common view that ownership within MFA may be best achieved by focusing on more modest objectives. Another way is to see how different supports under a cooperation instrument may together contribute to the different pathways of change in the ToC.

In the cases analysed, **findings repeatedly point to acknowledgement that HRBA is about changing deep-seated attitudes and cultural norms, and it is recognised that these are processes which are not aligned with project timeframes.** Capacity development for rights-holders and duty-bearers may appear to be relevant within the project timeframe but may yield limited long-term results if they are managed as one-off inputs. **CSO and multi-bi** peace-building interventions in Kenya have a strong emphasis on gender inclusion and local-level participation and accountability, and projects report significant achievements, but there is also a recognition of how these processes need to be anchored in incremental capacity development, cultural change and adaptation to local dynamics. Narrow project inputs are acknowledged as only being relevant if they lead to changes within devolved local (county-level) systems. For example, one partner report acknowledges that the one-off training provided for persons who are marginalised was insufficient for them to advocate and hold political leadership to account.

This also leads to difficult choices **when communities themselves maintain and reproduce norms that generate both conflict and human rights abuses**, most notably gender-based violence in Kenya. The participation principle of HRBA is not a panacea when the community norms are generating human rights abuses that need to be addressed in long-term engagements. Interviews in Kenya indicated that stakeholders are aware of this, but there are no obvious solutions. Stakeholders in Somalia and Mozambique also stress the challenges that come with the discrepancy between the agreements and dialogue with national duty-bearers and the local practice and interpretations of laws that uphold discrimination and human rights abuses of rights-holders in the local community. Dual legal systems (e.g., where there are de facto local parallel religiously based justice systems) can have severe implications on the Rule of Law. Several of Finland’s partners deliberately engage religious and traditional leaders to address these.

Human rights are value-based and contested human rights many times concern what is socially and culturally perceived as personal and issues of the private sphere, as well as matters of religious beliefs and cultural values. All implementing partners in the headwind case study, and most



**CSOs and multilaterals** working on gender quality and/or SRHR in the long-term and conflict case studies engage directly with religious and traditional leaders as key gatekeepers and as potential brokers in forwarding human rights messages to their peers and communities. It builds trust and relationships that allow for continuous dialogue on contested issues. **Implementing partners are aware of the limitations of promoting headwind issues through religious and traditional leaders. The messages might be diluted and fail to respond to the power and rights-based analysis, but despite this likely risk, they see the involvement of moral duty-bearers as strategic and necessary.** This has proven to be an effective way forward for continuous work on the specific rights, including buy-in from elected duty-bearers. Some examples:

- A **multi-bi** intervention in Somalia invited religious scholars from other contexts to discuss FGM and the Quran with Somali imams, which opened up for reflection on interpretations of the holy scripture and what is traditional practice, leading to a ban on the most extreme forms of FGM. It also allows for continued dialogue on the rights of women and girls framed in this highly traditional and religious setting.
- A **local CSO** in Tanzania aiming to contribute to girls, but also boys, staying in school succeeded through extended dialogue with traditional leaders to introduce an alternative, no longer harmful approach in local initiation rites. The leaders using the rights-based SRH manual also stress the importance of staying in school and have formed a network to influence other peers.
- A **bilateral programme** in Afghanistan ensures access to SRH services. Family planning is discussed from a religious and health perspective with religious leaders to enable community outreach. Human rights have been framed in Afghan religious scholars' interpretations of Islam. This comes with limitations and does not allow a comprehensive SRHR, but is a realistic approach and assessed as the only way forward by the implementing partner in the current context.
- Dialogue with religious and traditional leaders and local community structures is one of Plan International's strategies to address root causes of age and gender discrimination related to SRHR, GBV, FGM and child marriage, a strategy used both in the projects supported by Finland in Ethiopia and Mozambique.
- The Network for Religious and Traditional Peacemakers works in conflict settings, and the role religious and traditional leaders have the potential to play in peace processes. The network states in programme documentation that *"In the absence of legitimate and accountable state structures, other local structures (religious or tribal, for example) can also hold the necessary legitimacy and accountability and support a positive change."*

**Finding 2.16 A meta-constraint, with implications for many of the other challenges described in this evaluation, is the insufficient human resources at MFA for ensuring the application of HRBA.**

A recurrent comment encountered in MFA interviews throughout this evaluation is that "We are not Sida", i.e., the **MFA has no opportunity to replicate approaches applied by larger, better-resourced donor agencies**. This shortage of skilled staff to engage with HRBA application has several overlapping dimensions:

- Reliance on a very small number of advisors in Helsinki;
- Lack of sectoral specialists with experience in applying HRBA;
- Lack of specialists with experience in applying HRBA with the cooperation instruments and modalities they are responsible for;



- Lack of specialists familiar with human rights conventions and norms;
- Lack of self-confidence among staff members regarding their capacities to operationalise the HRBA guidance;
- Very limited numbers of staff who can support human rights, conflict, and *do no harm* assessments/analyses when partners lack capacities to do this themselves.

Despite these constraints, **the commitment of MFA staff to acting on HRBA is largely high. However, some key informants expressed the view that the MFA leadership does not have sufficient commitment and knowledge of HRBA**, which results in the leadership not pushing its application as effectively as could be hoped or expected. Amongst these interviewees, there is a perception that other competing issues in recent years have received more attention, including issues relating to the triple nexus, private sector cooperation and public sector investments.

**Despite positive examples of adaptive management, an overall strategy is not in place for overcoming limited MFA capacities.**

**The extent to which capacities are in place to support the application of HRBA varies considerably in different MFA units in Helsinki and in the embassies.**

Interviews revealed some staff with a very deep understanding and others who acknowledged a high degree of ignorance. At embassies, staff with responsibilities for bilateral cooperation were well aware of what HRBA implied. Findings regarding the extent to which HRBA is applied in **FLC** cooperation are particularly varied. Despite extensive guidance, it appears that the interpretation of how to apply HRBA is largely left to the discretion and knowledge of the individuals at the embassies. In some cases, it is apparent that these interventions are treated similarly to other **CSO** cooperation in terms of the dialogue about HRBA. In other examples, where the support was managed by career diplomats rather than development specialists, HRBA received little attention. Another informant noted that these very small projects “are a lot of work” for limited numbers of staff, which may influence the extent to which a discussion on HRBA can be pursued.

In response to these recognised weaknesses, MFA and its partners sometimes look for ways to mobilise external human rights expertise. **There are various examples of mostly relatively ad hoc approaches to effectively ‘outsource’ HRBA-related capacity development and analytical tasks.** For example:

- The major **disability-focused partners** (Abilis, DPF and UNPRPD), as well as Fingo, are involved in strengthening HRBA capacities among **CSO partners in Finland and sub-grantees elsewhere.**
- Some Finnish CSOs also report learning about how to apply HRBA in practice from their Southern partners which have more hands-on experience.
- MFA has invited human rights organisations to Helsinki to share their experiences of applying a HRBA in relation to particular groups or in particular contexts.
- Sometimes MFA uses the analyses undertaken by **multilateral** partners in its work.
- In instances where **multilateral** agencies are uncomfortable producing sensitive or critical analyses, MFA sometimes contracts consultants to carry out conflict analyses to guide their HRBA efforts.



- An external consultancy provided comprehensive advisory support to MFA and its **private sector and development policy investment instruments**, as well as training to MFA staff and partners on business and human rights and operationalising of UNGPs in Finland's development cooperation.
- **Finnpartnership** has provided human rights consultancy voucher services for companies receiving grants for supporting the identification and analysis of human rights risks as well as follow-up measures for their management.
- Some focused pilot activities can be seen to be providing 'good practice' examples, even though the intended process for learning from these pilots is usually unclear.

These examples suggest that **there are options to overcome 'not being Sida', but an overall strategy for looking at HRBA capacity issues beyond the MFA has not been pursued.** Among partners, it is uncertain whether many are seeking out (or would even be prepared to utilise) outside support, as many do not recognise that they have deficiencies related to HRBA. **Some of the weakest partners, mostly in the private sector, but even among some more traditional CSOs, report that there are no human rights problems or risks associated with their interventions.**

Furthermore, it is evident that the human resource constraints will continue to have particular effects on MFA's HRBA-related influencing in multilateral organisations in the coming years. Interviewees acknowledge that **human resources at MFA are usually dwarfed by the size of multilateral organisations' normative units.** However, MFA's past influencing work and related results in main **UN partner organisations**, especially UN Women, UNFPA and UNICEF, as well as in World Bank through the HRIE Trust Fund, form a good basis for reflecting on how to strengthen these efforts. Taking into consideration human resource constraints within MFA, it is clear that MFA will not be able to conduct systematic and comprehensive organisation-level HRBA influencing with linkages to more focused multilateral human rights-based interventions in all of its numerous multilateral partner organisations. Prioritisation of organisations, entry points and dialogues on specific human rights norms seems to have been the most effective approach.

There are examples of how the wider Finnish development community has developed synergies that may transcend the limitations of the MFA itself. **Box 46** illustrates how HRBA, including capacity development and advocacy in particular, is being driven by partners themselves.



#### Box 46 Finland's 'architecture' of support to disability interventions and partnerships

##### Finland's 'architecture' of support to disability interventions and partnerships

A fundamental and striking aspect of the added value of integrating HRBA into Finnish work with disability lies in the ecosystem that has been created, wherein **structures exist to reinforce HRBA commitments and capacities among organisational partners**. Availability of coaching support from strong normative partners (Abilis, DPF, the UN Partnership on the Rights of People with Disabilities (UNPRPD)) and general flexibility has encouraged a significant degree of localisation to (and capacity development for) OPDs, primarily via the CSO and FLC cooperation instruments. In this respect, this structure contributes to **stronger rights-holder voice through strong OPDs**. This can involve a spectrum of capacity development that can be summarised as follows:

- Basic organisational skills to maintain a representation of disability groups;
- Service provision related skills, often with an emphasis on livelihoods support or health services;
- Retraining health care staff to enable them to provide SRHR awareness training to persons with disabilities;
- Awareness raising regarding the implications of the CRPD and HRBA more generally;
- Essential communication skills, particularly sign language, to enable participation in public life;
- Convening smaller OPDs and providing fora for their participation in priority setting;
- Supporting non-disability focused Finnish CSOs and businesses to learn from their OPD partners about the implications of HRBA in practice.

Results of this supportive ecosystem can be seen in frequent comments in interviews about the collegial dialogue and networking underway between Southern partners and Abilis and DPF. **This has involved both coaching and facilitating contacts with the wider disability community. These engagements constitute a particularly important aspect of rights-holder capacity development for OPDs that otherwise are often particularly challenged by isolation due to their lack of familiarity with international norms and fragmentation in relation to their focus on specific impairments.**

Interviews also clearly emphasise that **this 'success story' has contributed to and been supported by strong political will**. Finland's prioritisation of work with disability would not have emerged without parliamentary leadership. In addition, being recognised as being at the global forefront of disability commitments has reinforced political will to support this flagship and has created a virtuous circle in that the voice of OPDs has thus been enhanced, and they have received more resources.

*Source: Evaluation team*



## 4.2.4 International best practices

**EQ2.4 Which of the best practices available at the international level on HRBA implementation could the Ministry consider adopting, considering the findings from 2.3?**

**Finding 2.17 Other development partners have struggled with many of the same challenges as Finland in applying HRBA. While some of their solutions can be applied at little or no cost, other solutions may be difficult to adopt, given the available resources at the MFA.**

**MFA's systems for monitoring and documenting HRBA results are weak. Reviews have raised similar concerns regarding other development cooperation actors.** For example, an assessment of Denmark's application of a HRBA concluded that "there is often more attention to a HRBA in design than in Monitoring" (Piron & Sano, 2016). At the same time, the European Commission's toolbox on HRBA notes that effective monitoring and evaluation are crucial for building on successes and not repeating mistakes.

In Finland's case, the weak HRBA monitoring is linked to a limited capacity to follow up its interventions more generally under most cooperation instruments and modalities. Other development cooperation agencies that have more proactive, structured and formalised overall monitoring procedures appear to be better placed at also following up on their partners' application of a HRBA. Sida has, for instance, an annual meeting with each of its development partners, during which it raises so-called dialogue issues. There is no requirement that these dialogue issues, which can be developed already at the start of an intervention, concern the application of HRBA. Nonetheless, it is not unusual that specific HRBA aspects are raised and discussed, sometimes leading to the supported organisation developing strategies to ensure stronger application of HRBA. While MFA's Unit for **Civil Society** also holds annual meetings with each of its 23 programme partners to discuss different programme-specific teams, a review of the minutes of some of these meetings indicates that they are not effectively used to promote a more active application of HRBA.

Denmark's guidance note on a HRBA suggests that the integration of HRBA into monitoring and evaluation involves three core dimensions, all of which should be relevant for most development cooperation actors, including MFA:

- **Monitoring compliance with the four human rights principles of equality/ non-discrimination, participation/inclusion, accountability and transparency (process indicators);**
- **Assessing, where relevant, fulfilment of capacity gaps of rights-holders and duty-bearers alike; and**
- **Where relevant, tracking achievement of human rights standards (outcome and impact level indicators).** (DANIDA, 2013)

The European Commission's Toolbox on applying HRBA suggests that the intervention logic against which an intervention's progress is assessed should be structured so that the impact level (overall objective) focuses on the realization of human rights, while the outcome level (specific objective) pays attention to strengthening the capacities of rights-holders and duty-bearers.



Finland's HRBA Guidance Note states that the recommendations of the **UN human rights monitoring system** should inform Finland's policy dialogue as well as the design of development interventions. **French and Belgian development cooperation policy places a stronger legal focus is placed on the importance of monitoring these recommendations.** In France, the government strategy for human rights and development states that international development cooperation should be used to implement UN human rights recommendations. Belgian law places particular importance on the UPR recommendations, stating that development cooperation should help states implement these recommendations (Universal Rights Group, 2022).

To meet the requirements of human rights sensitivity, an intervention must be accompanied by a human rights assessment. The quality of these assessments has been varied. The Finnish HRBA guidance note states that they should be carried out to "avoid unintentional negative effects on the enjoyment of human rights and to ensure that the intervention does not contribute to discriminatory structures, norms and practices", implying a *do no harm* approach. It also notes that assessments of the capacity of duty-bearers and of power relations are important in contexts of fragility and conflict. It provides few other details as to the focus and content of the human rights assessments. The European Commission has developed a toolbox including some more specific information on what a human rights analysis could contain. It suggests that an HRBA should be applied through the following:

- **A context analysis, which should "identify discrimination, structural barriers and root causes of the non-realisation of human rights, in order to assess and address the most neglected human rights and needs of all people";**
- **A policy analysis aiming to "map international, regional and national commitments, laws, policies and strategies and assess their implementation by the country"; and**
- **A stakeholder analysis aiming to "identify stakeholders and assess their capacities, and "determine who should be involved in the intervention and what capacity development initiatives should be focused on." (European Commission, 2021)**

Despite general flexibility in funding and relatively enduring partnerships, Finland's project modalities, especially with **FLC** support, constitute an obstacle to the structural changes needed to impact human rights. While MFA staff recognise that the transformative changes that Finland strives to contribute to require significant, consistent, and long-term efforts, Finland's ambitions have not yet resulted in a sufficient transition to more sustained support modalities. In other contexts, one of the most important effects of a HRBA has been that it has contributed to a stronger overall direction that situates human rights in development cooperation and encourages modalities appropriate for rights-related changes. A 2020 evaluation of Sida's application of a HRBA found that Sweden's application of a HRBA "provided Sida the basis for a principled long-term cooperation with support to actors that promoted development towards a more open rather than authoritarian society." (Alffram, Henrik et al., 2020)

The international guidance that exists on HRBA and triple nexus issues tends to stress that the two approaches can reinforce each other. A 2022 evaluation of how Danish CSOs work with nexus issues found that Leave No-One Behind in some conflict contexts can help open doors as it may be less politically charged than peace language (Ministry of Foreign Affairs of Denmark, 2022). However, the evaluation team has not come across any more detailed guidance on how to tailor HRBA to nexus programmes and contexts, which can help Finland address existing uncertainties on how to adjust HRBA to prevailing circumstances. Ultimately, as noted by some interviewees, the most important strategy for ensuring the effective implementation of a HRBA, including addressing



the difficult choices relating to HRBA in conflict settings, is to ensure that staff members have the best possible understanding of the political economy of the context in which an intervention is implemented. It is equally important that the implementing organisation encourages ongoing reflection and learning and has the capacity to adjust its approach to contextual changes and new knowledge.

**International experience demonstrates the value of being well aware of political economy factors, agile in adapting to local changes and ready to operate in a politically informed manner.**

Finland’s application of a HRBA is constrained by a lack of human resources and an uneven understanding of the approach amongst both MFA staff and partners. The relationship between context-specific staff capacity and effective implementation of a HRBA has been underlined in evaluations and policy documents of other development agencies. The 2020 evaluation of Sida’s application of an HRBA (Alffram, Henrik et al., 2020) found that Sida staff and cooperation partners appeared to **most effectively apply the HRBA where they were well informed of the political economy**

**conditions in the context in question, were able to adapt plans to locally grounded choices and operate in a politically informed manner.** Country programmes provide a forum for undertaking such analyses, but the lessons are not consistently mirrored in partners’ plans and implementation.

HRBA learning and capacity development have been found to be essential for putting guidance into practice. In Belgium, a policy group is responsible for organising training for staff at the Ministry of Foreign Affairs and the Belgian Development Agency. The same group is tasked with mapping good practices, developing guidelines and contributing to learning also amongst other development cooperation agencies by sharing the lessons learned within the EU working group. A 2021 evaluation of Austrian Development Cooperation found that ADC **draws on its partner organisation to give assistance to other partners** (Kaybryn, Jo et al., 2021). This is similar to Finland’s approach to supporting OPDs. In one case, one of the partner organisations managed a kind of helpdesk for other ADC partners. In light of the constraints for responding to the capacity deficiencies in the MFA and among partners, **Table 8** below summarises some international experiences that may be considered.

**Table 8 Pros and cons of different ways of mobilising external resources to respond to the capacity deficiencies**

	PROS	CONS	IMPLICATIONS
<b>Help desks</b>	<p>Access to a pool of experts knowledgeable of HRBA from different thematic, sector, and context-specific aspects.</p> <p>A resource that has a good overview of different practices and lessons learnt from different cooperation instruments and modalities, partnerships, and possibly different donors.</p> <p>Quick response to emerging needs (the analysis will take place despite time pressure and/or lack of time)</p> <p>Possibility for tutoring/ mentoring of MFA staff.</p>	<p>In-house capacity might not be upheld or equally valued.</p> <p>Time needed for call-offs to the help desk.</p> <p>Additional fixed costs.</p>	<p>Possibility to have consistent QA of HRBA throughout programme cycles.</p> <p>Staff not required to have HRBA skills, dependence on external resources.</p>



	PROS	CONS	IMPLICATIONS
<b>Think tanks/ research partners</b>	<p>Can be utilised both by MFA and also contribute to collective knowledge among partners and even advocate for emerging consensus among international actors and duty-bearers around human rights norms.</p> <p>Can combine capacity development support by domesticating international discourses with watchdog roles in uncovering failures to uphold human rights and calling for accountability.</p>	<p>Advice from researchers may be perceived as being 'too academic' for practical application.</p> <p>Researchers may not be fully aware of the constraints faced by practitioners.</p> <p>Think tanks may be perceived as being associated with specific (opposition) ideologies and thus not credible.</p>	<p>The selection process must be careful and reflect in-depth knowledge of who is represented by a given think tank.</p> <p>Advantages of think tanks in partner countries for understanding the local implication of HRBA practice.</p> <p>Advantages of global think tanks in linking to international discourses and global advocacy.</p> <p>Partnerships can involve risks for think tanks and individual researchers in partner countries when involved in watchdog roles.</p>
<b>Specialised CSO partners</b>	<p>Can build on the emergence of a critical mass of like-minded organisations within civil society.</p> <p>Potential channel for the private sector to learn from.</p> <p>Builds on structures already partially in place.</p>	<p>Finnish CSOs may have (or be seen to have) vested interests in the advice provided.</p> <p>May be affected by competition and rivalry among the CSOs.</p> <p>If additional support is provided to the strongest CSOs, this may reinforce hierarchies.</p>	<p>May require adjustments to funding modalities.</p> <p>Some CSOs have consulting wings and would need to clarify the different roles, funding channels and how to avoid unfair competition.</p>

Source: Evaluation team

**Finding 2.18 Finland has its own good practice examples of systemic attention to HRBA that could be used for wider reflection and application among development partners.**

While considering international experience, it is important to highlight how Finnish partners are global leaders in some aspects of HRBA. There are lessons that Finland could actively share with other agencies as a way to obtain a broader impact. **Box 47** describes such an example with implicit implications for wider application. The global discourse on inclusion has, in recent years, emphasised issues related to decolonising aid and representation. Even though these aspects of human rights are not prominent in the Finnish discourse, the example of how MFA and its civil society partners have been able to take practical and effective steps to implement the **'nothing about us without us'** agenda shows how these goals can be pursued with domestic civil society and political commitments.

**There are examples of steadfast commitments to key aspects of HRBA, such as the 'nothing about us without us' principle in disability inclusion efforts, where Finland has lessons that should be shared with other development partners.**



#### Box 47 Nothing about us without us

##### **Nothing about us without us**

A striking aspect of HRBA in Finnish disability projects and programmes is how recognition of the centrality of the ‘nothing about us without us’ principle prevails in much of the portfolio. Many partners recognise how a human rights commitment in disability efforts should include an unequivocal principle to work towards ensuring that their own staff and their partnerships are with OPDs that are led by, or at least actively recruit persons with disabilities. Interviews indicated that this is widely recognised and, compared with disability efforts in other countries, reasonably well adhered to. Many consider this to be central to their modus operandi.

However, despite being an important part of moving towards HRBA, working with OPDs is not a panacea for ensuring a transformative stance. Interviews indicate that partners are acutely aware that a focus on OPDs demands readiness to work with weak partners that have not developed HRBA capacities and well-defined commitments. Support via Finnish OPDs and apex OPDs in partner countries inevitably involves relatively basic organisational development and programmatic support to their local OPD partners. Many of them lack offices or even minimal funds for running costs and have limited skills in planning, implementing and reporting. Their capacities to apply HRBA are usually limited.

Nonetheless, interviews highlight that even a minimal ‘seat at the table’ of discussions with duty-bearers and opportunities to meet and learn from other persons with disabilities represents a significant step in overcoming their often severe exclusion and providing voice. In various ways, interviewed partners stressed how networking was a very important indicator of HRBA results, as the isolation of these organisations was being overcome. Also, having a seat at the table has provided a channel for dialogue with policy makers.

A notable feature of the ‘nothing about us without us’ commitments has been that it has created opportunities for Finnish CSOs that are not led by persons with disabilities to learn from the Southern OPD partners that they support. This two-way capacity development support was noted by Physicians for Social Responsibility as particularly important as a way to overcome ableist attitudes through a deeper understanding of the ways that small OPDs confront discrimination.

Despite a strong emphasis on working through OPDs as local partners, not all of the organisations have maintained these aims, and with some ‘OPD’s’ most or all staff are not disabled. The evaluation encountered some notable exceptions to the ‘nothing about us without us’ principle wherein interventions were led without the involvement of OPDs, staff with disabilities or even by partners with disability experience. This may be an unfortunate outcome of pressures to mainstream disability concerns across the portfolio.

*Source: Evaluation team*



## 4.3 Risk management

### EQ3: How is the HRBA interacting with risk management of development cooperation?

#### Summary Answer

Integration of HRBA perspectives with risk management is at an early stage. Recognition and understanding of human rights risks are beginning to emerge, but recently developed risk management approaches have not been tested sufficiently to judge their relevance for linking more strongly with human rights perspectives. Risk awareness, particularly as related to conflict sensitivity, is mixed among partners, with some exhibiting solid analyses and others largely oblivious to human rights-related risks. An exception is risks related to sexual abuse, violence and harassment, where MFA pressures have led to widespread development of mechanisms to respond.

Working on contested human rights poses high demands on risk awareness and understanding of the boundaries of what can be pursued in relation to HRBA in a given context. The MFA has selected many context-aware partners, particularly those working in headwinds and conflict, that understand these boundaries. They are acutely aware of the risks of not applying a human rights lens to their work and recognise the risks of respect for human rights diminishing if HRBA was not in place. However, more generally, there is uneven attention to the political economy and conflict analyses that should provide the basis for knowing what to do in sensitive situations. Risks related to engaging with duty-bearers of dubious legitimacy in places such as Syria are being confronted, but there are no easy answers about how to manage the political trade-offs and resultant risks.

Human rights risk management is at the core of HRBA in the private sector. There are fore-runner companies that have systematically integrated the human rights perspective into the risk management of their investments, but also many companies that have not identified, analysed and monitored their human rights risks in the project context.

Particularly in conflict contexts, there are sometimes conundrums when considering how to reduce conflict pressures in line with *do no harm* commitments. Demanding greater accountability and respect for human rights by calling out abuses can heighten tensions. The resulting risks have not been confronted in MFA's current HRBA guidance.



### 4.3.1 Integration of HRBA into risk management

**EQ 3.1 To what extent has the HRBA been integrated into the understanding of risks and risk management? What have been the implications of non/integration for the implementation and effectiveness of the HRBA (e.g., frequent areas of compromise)?**

**Finding 3.1 Recognition and understanding of human rights risks are beginning to emerge, but new risk management approaches have not been tested sufficiently to judge their relevance. Nonetheless, particularly in sensitive contexts, partners apply their intrinsic awareness of the implications of risks in their work if HRBA was to be overlooked.**

It can be assumed that **HRBA should be used as a tool to help focus attention on human rights risks.** Table 9 below presents brief examples of how a human rights risk management lens is beginning to be applied in Finnish development cooperation in ways that reflect an increasing awareness of risk.

**Table 9 Examples of active risk management that reflect HRBA principles**

	<b>EXAMPLES OF ACTIVE RISK MANAGEMENT THAT REFLECT HRBA</b>
<b>BILATERAL PROJECTS AND COUNTRY PROGRAMMING</b>	Strong local networks and political economy knowledge provide a basis for analysing and monitoring risks related to the human rights situation in the local context both on the level of country programming and in bilateral interventions. Systems and procedures are in place to act on emerging risks related to engagement in human rights issues. The perspective of human rights risks to which interventions potentially could contribute is more weakly addressed in the risk management of country programmes and on the level of interventions. HRBA is not perceived as a risk in itself, but contested rights may be avoided due to concerns related to a <i>do no harm</i> approach.
<b>MULTILATERAL (including multi-bi)</b>	Global interventions Using the child rights lens in the management of risks related to the use of artificial intelligence in innovations.  Multi-bi Mitigating the negative effects of programme focus on contested rights by close collaboration with duty-bearers both at the national and local level and partnership with local CSOs with 'ears to the ground' and the capacity to promote human rights through contextualised approaches and dialogue with moral and cultural gatekeepers.
<b>CSO</b>	Active efforts among many CSOs to develop and integrate procedures to address child protection and sexual abuse, violence and harassment in their organisations and engagement with rights-holders.  Direct engagement with local duty-bearers, including traditional and religious leaders, building their awareness of specific rights by inviting them to joint trainings, other events, or separate dialogue to create not only support to socially and culturally contested rights but to counteract resistance to a human rights agenda.
<b>FLC</b>	As local CSOs, FLCs tend to have an in-depth awareness about how to manage discussions surrounding sensitive HRBA issues in ways that do not alienate duty-bearers and avoid risks to their own organisations and staff.



EXAMPLES OF ACTIVE RISK MANAGEMENT THAT REFLECT HRBA	
<b>PSI</b>	<p>Avoiding or mitigating negative effects on human rights based on an assessment of human rights risks of the business, which is emphasised for private sector actors to achieve the sensitive level (Guidance note). This includes adopting a due diligence process and grievance mechanisms regarding adverse effects. The extent of human rights risk assessment varies greatly depending on the cooperation instrument:</p> <ul style="list-style-type: none"> <li>• DevPlat: one general question about human rights risks in the application form. Human rights risk management is not reflected in other materials.</li> <li>• Finnpartnership: Guidance during the application process; workers' rights reflected in the questionnaire on development impacts; vouchers for human rights consulting offered for potentially risky projects.</li> <li>• Finnfund: human rights assessments and due diligence included in the investment process.</li> <li>• PIF: human rights assessment included in the ESIA conducted in the application process. Related discussions between MFA and partners have taken place during the preparatory process.</li> <li>• NDF: Interventions screened against the minimum standards of the NDF Environmental and Social Policy aligned with the World Bank standards and the IFC performance standards. NDF funds often planning of larger development programmes and there gender analysis and ESIA's.</li> </ul>
<b>ICI</b>	<p>The ICI Manual (MFA, 2021g) includes a requirement to identify stakeholders who may be affected and include measures to address any negative effects in the risk assessment. In the sample interventions, HRBA was not integrated into the risk management apart from grievance mechanisms in one intervention (with concerns about their accessibility and functioning). Based on one partner interview, ICI implementers lack the recognition of the importance and skills in HRBA-related risk management, while some ICI projects operate in sectors with significant potential human rights risks (such as natural resources and land management). The synthesis report (MFA, 2020b) notes that deeper analyses are needed to assess possible negative effects on equality.</p>

**While the requirement of avoiding unintentional negative effects on human rights is considered a minimum requirement for all supported interventions, as part of the do no harm principle, there is limited understanding within MFA of how to apply risk management in conjunction with HRBA.** Related to this, the Guidance Note on HRBA in Finland's Development Policy includes a requirement for all interventions to conduct a basic human rights assessment as part of the process of identifying both human rights priorities and to avoid any unintentional negative effects on the realisation of human rights. The Manual for **Bilateral** Programmes (MFA, 2018b) links the human rights perspective to the assessment of contextual and programmatic risks of interventions on a general level. It also provides some further guidance and guiding questions for conducting a human rights assessment. However, the linkages of the assessment to risk management are not elaborated, and human rights have not been featured in risk management procedures until recently. The Development Cooperation Risk Management Policy (MFA, 2021f), complementing the MFA Risk Management Policy, defines the normative basis, objectives, and principles of risk management, as well as related roles and responsibilities, the operating model, and the processes for its monitoring and further development. In the policy document, human rights-related issues, such as sexual abuse, violence, and harassment, as well as discrimination, are noted as significant ethical misconduct-related risks. However, no explicit reference is made to the HRBA or management of human rights-related internal and external risks. Currently, revisions are being considered for risk management guidance, which will probably include a brief checklist describing HRBA-related factors. It is understood that these will focus on the human rights-related issues that should be considered.



In the MFA results reports (MFA, 2018a, 2022a), **the perspective of human rights risk management was explicitly brought up in connection to the UNGP-related capacity development in the private sector instruments**, while the reports also highlighted the management of ethical misconduct-related risks. In MFA's internal monitoring (annual synthesis reports), only very limited attention has been given to the HRBA in risk management. In addition to the corporate human rights responsibility in the private sector instruments, **the importance of conflict sensitivity and HRBA has been emphasised, especially in fragile contexts, with an implicit emphasis on risk management**. Furthermore, some synthesis reports brought up challenges related to partners' HRBA capacities.

**In key aspects of HRBA-related risk management, application of conflict and do no harm analyses, some partners are very strong, but most are not.**

The mix of actors being supported has very different types of risk management. In some instances, this relates to the cooperation instrument, as the specific risks related to private sector cooperation. However, **it also relates to the 'DNA' of the individual organisations. Some CSOs have very strong institutional commitments and capacities to apply conflict analyses (including *do no harm*). Others interviewed have difficulties articulating if and how these concerns are part of their work.** Some are very much aware of the

risks in engaging with duty-bearers that are compromised by conflicts and other factors limiting their legitimacy. Others are not explicitly conscious of the existence of conflict-related risks when applying HRBA. In general, the evidence regarding the application of risk management is scant. In reporting, identified risks often refer to programme implementation risks, usually related to possible insufficient funding.

Otherwise, in interviews, it became apparent that **decisions about if and how to either contribute to duty-bearers' will and capacity to assume accountability or to confront their human rights abuses may frame how HRBA is integrated into risk management**. Risks to human rights may be downplayed in order to foster a constructive relationship with duty-bearers (or other powerful actors) of dubious legitimacy. This can be seen as a way to maintain services, foster dialogue and explore opportunities to influence these actors in a more positive direction. This exemplifies the risk management strategies of some peace-building efforts. Alternatively, confronting human rights abuses or finding ways to actively circumvent discriminatory practices, such as in the case of the work of the West Bank Protection Consortium, can generate risks to retaining permission to operate, even though these strategies have an immediate impact on stopping specific cases of human rights abuse. Among multilateral partners, there are additional factors related to sensitivities around raising human rights issues. UN representatives are reported to fear being expelled if they raise attention to human rights issues despite their organisations' well-articulated HRBA commitments.

The interventions reviewed in connection with the **innovation and headwinds** case studies indicate that an **awareness of how to do no harm and a strong contextual understanding are generally achieved by Finland's more transformational partners through stable partnerships with local actors with a sound understanding of local contexts**. This provides a foundation for their ability to understand and apply foresight regarding eventual risks. Structured in-depth assessments of the interventions from a *do no harm* perspective are, however, quite rare.



**Finding 3.2 Particularly in conflict contexts, an understanding of risks to human rights needs to be anchored in contextual analyses (conflict, political economy, do no harm, etc.). Some progress has been achieved, but investments in capacities to undertake these analyses remain insufficient.**

**Conflict sensitivity is stressed as the foundation for triple nexus approaches** (Development Policy Committee, 2021), and it has obvious implications for risk management. **Country programmes create opportunities for embassies to encourage and coach partners to undertake more ambitious human rights, conflict and political economy analyses.** Risk awareness, particularly as related to conflict sensitivity, is nonetheless uneven among partners, with some exhibiting solid analyses and others largely oblivious to human rights-related risks. An exception is risks related to sexual abuse, violence and harassment, where MFA pressures appear to have led to the widespread development of mechanisms to respond. Surprisingly, other than some additional difficulty in engaging with duty-bearers, there is little indication in documentation and interviews related to some of the interventions of strong attention to conflict sensitivity, nor that it has necessarily been seen as necessary.

**Peacebuilding and HRBA come together in commitments to strengthen the voice and capacities of rights-holders while also generating ambiguities about how to relate to those duty-bearers who accept or even perpetrate violations of human rights.** Interviews indicate a recognition of the need to preserve channels of communication with such duty-bearers, even if responsible actors, such as community elders in Somalia or young warriors in Kenya, are themselves the main perpetrators of gender-related human rights abuses. There are no easy answers about how, when and where to engage with duty-bearers of dubious legitimacy. Restrictions on engagement with the Syrian government have meant that UNICEF is virtually powerless to apply HRBA due to its inability to rebuild state capacities and support demands for their accountability. A conundrum exists, given the risks of working towards accountability with an illegitimate state. In contrast, **UNICEF has noted the high costs of not investing in duty-bearer capacities** (UNICEF Syria Country Office, n.d.) and in one interview it was mentioned that the sanctions-related investment focus on non-formal education providers may further undermine the credibility of the impoverished state school system. MFA interviews indicate a strong awareness of these risks of doing harm to the state's capacities and that this has led to a dialogue within the EU about the fundamental conundrums inherent in the ways that the sanctions impact the rights of children in particular.

**Finding 3.3 In line with the HRBA Guidance Note, in private sector interventions, the HRBA has largely focused on human rights risk management. There are forerunner companies that have systematically integrated the human rights perspective into their risk management, but also many companies that have not identified, analysed and monitored their human rights risks.**

The MFA Guidance Note states that **avoiding or mitigating negative effects on human rights, based on a basic assessment of human rights impacts of the business, is required for private sector actors to achieve the sensitive level.** This includes adopting a due diligence process, including mechanisms for complaints regarding the adverse effects of their activities. All **private sector** instruments include some level of human rights assessment, but the extent varies greatly depending on the volume and type of operations, and notable gaps were found in several interventions.



**Finnpartnership** applicants are required to elaborate on human rights risks in the application, and projects assessed risky in terms of human rights are offered vouchers for human rights consulting services. In the analysed interventions, despite the commitment to respect human rights, more systematic identification and analysis of human rights risks in the project context was missing in several projects. However, there was also one clear forerunner putting a strong emphasis on regular monitoring of human rights risks, as well as interaction with staff and stakeholders in communities and channels to raise their concerns and ideas. In two cases, the failure of the Finnpartnership project had linkages to human rights risks. Both cases highlight the importance of proper context-specific human rights risk analysis during the planning phase and continuous monitoring that, in turn, requires a general understanding of human rights and familiarity with the local context. **Finnish companies' insufficient familiarity with the local context when expanding their business to new developing countries was brought up in several interviews as an issue affecting human rights risk management. The representatives of the companies whose projects had failed underlined the importance of openly sharing information, even about project failures, to help future projects avoid similar situations or address them in a timely manner.**

**Finnfund has systematically embedded human rights assessments and due diligence in its investment process.** Its policy commitment and governance related to human rights were assessed as strong in Finnfund Human Rights Benchmarking and Gap Analysis (Pillar Two, 2021). The analysis found some weaknesses in Finnfund's human rights risk assessments and mitigation, including human rights assessment at the portfolio or sector level and identification of the most salient human rights risks and impacts. The two Finnfund interventions analysed included examples of both proactive companies developing their own human rights risk management and companies relying on Finnfund's human rights risk assessments and advice regarding processes.

The **PIF Guidance Note** includes requirements for including human rights as part of the project's more extensive risk and development impact assessment (environmental and social impact assessment) and management to ensure that the realisation of human rights is not adversely affected as a result of the project. In the analysed intervention, the human rights perspective was integrated into the ESIA conducted by external consultants and complemented with a more focused risk assessment conducted by the implementing partners. The aspect of human rights risks was clearly reflected in the dialogue between MFA and implementing partners during the planning process.

In **DevPlat**, the human rights risk assessment is covered with one question in the application form, and human rights risks are taken into consideration in the screening of applications by MFA staff. However, human rights perspective is not reflected in the guidance to companies or in the monitoring of funded interventions.

Several projects of different cooperation instruments had some channels for staff or community members to raise their human rights-related concerns and grievances. **The forerunner companies**

**Some companies are well aware of how to institute policies and procedures for reporting misconduct or other concerns. Overall, however, these capacities are frequently absent.**

**have defined processes in their policies for employees to raise their concerns or report misconduct and communicated these policies and practices to employees who seem to be aware of the available channels.** However, the desk review and interviews indicate a clear need to strengthen grievance channels and mechanisms in all cooperation



instruments, especially for external stakeholders. It also seems that so far, less attention has been paid to analysing and ensuring accessibility of these channels to all rights-holders or to the possibility for them to make anonymous grievances. Furthermore, very limited information could be found on defined processes for addressing and remediating reported human rights-related cases as necessary. Deficiencies were also found in the mechanisms for complaints in Finnfund's Benchmarking and Gap analysis (Pillar Two, 2021). The analysis found significant gaps in remediation and grievance mechanisms and recommended reviewing the complaints and whistleblowing mechanism against the UNGPs Effectiveness Criteria and taking measures to strengthen the existing mechanism or set up a dedicated alternative mechanism.

### 4.3.2 HRBA risks to the objectives of interventions

**EQ 3.2 Has using the HRBA increased any risks to the achievement of the objectives? If yes, how have these risks been managed and mitigated?**

**None of the documents reviewed include consideration of the risks that may arise due to the actual application of HRBA.** Indeed, interviewees in the course of this evaluation were generally perplexed when asked about this set of issues, with the exception of some human rights expert CSOs and programme staff working with very contested human rights. New risk management guidelines currently being finalised are not foreseen to contain any attention to the risks related to the application of HRBA. In MFA's internal and external results, the analysis of the HRBA implementation has focused primarily on the achievement of results and related challenges, while the analysis of human rights or HRBA-related risks or integration of this perspective into risk management remains very limited.

The risk of HRBA distracting from a focus on achieving the project objective by increasing “ad-dendum” activities, and diverting attention from the core activities was, however, brought up by two respondents in the evaluation survey. One respondent provided an example of a community forestry project where the forest is foreseen to be a “bank”, especially for women and persons in marginalised situations to draw on. The project implementers see as the priority to transfer forest ownership to communities and make forestry enterprises profitable, contributing to sustainable livelihoods for groups in marginalised situations. Based on the survey respondent, MFA's HRBA follow-up has, however, focused mainly on the processes (rather than HRBA as a development result), potentially risking the achievement of the objective. The survey respondent further comments, “*If -- doing everything with a quota of vulnerable people which goes against local culture, there is a real risks that the rights of local people to their customary forests and those to a vital livelihood resource to the poor will not be achieved. Sometimes the ‘end’ has to be considered more than the ‘means’ of achieving it.*”

**Finding 3.4 There is an inherent tension between efforts to calm tensions (in order to do no harm) and actively demanding greater accountability from those abusing human rights – the resulting coherence conundrums have not been confronted in MFA's current HRBA guidance.**

**The Development Policy Committee's triple nexus analysis has recommended that conflict sensitivity should be the ‘principle guiding all interventions’ (Development Policy Committee, 2021). This could be interpreted as contradicting Finland's overall development policy**



**that places human rights as the principle guiding all interventions.** The triple nexus analysis does not assess the implications of this call for a shift in principles. This highlights how caution about conflict risks may be at odds with human rights principles. The analysis states that “If conflict sensitivity is not prioritised, there is a risk of intensifying social tensions and exacerbating existing divisions.” Such exacerbation may be unavoidable if human rights abuses and abusers are to be confronted. The MFA’s own triple nexus guidance assumes that HRBA will reduce conflict risk:

*“Applying the human rights-based approach can be seen first and foremost as having a preventive effect: if all actions are planned in adherence to human rights norms and implemented in accordance with human rights principles, it can be assumed that development will be more fair and sustainable and benefit all population groups (including women, girls and persons with disabilities), which, in turn, reduces conflicts and perceived injustice in society.”* (MFA, 2022c)

This suggests contradictions if HRBA is expected to reduce risk, even though conflict sensitivity is expected to be applied to avoid actions that exacerbate tensions that are presumably related to human rights violations. As a result of divergent recommendations such as this, interviews clearly indicate frustration and even irritation about the application of this type of advice in conflict contexts. These findings raise attention to the **difficulties of combining required adherence to the principles of *do no harm* (implying conflict avoidance) with HRBA (implying readiness to demand accountability for human rights abuses)**. Due to these factors, demands to ensure that interventions *do no harm* are not always seen as appropriate, with some informants expressing concerns that doing no harm in the sense of avoiding conflict may block attention to human rights abuses.

**HRBA often involves raising sensitive issues and even stoking conflict. 'Do not harm' involves finding ways to defuse conflict.**

**Of particular note, some partners express concern that *do no harm* is used to justify failures to address human rights abuses, i.e., that the method could lead to caution about holding perpetrators to account to avoid stoking conflicts.** While notable, this is not a widespread concern. Partners may keep quiet about gender-based violence and child marriage so as not to upset delicate relations with elders and other powerful men. As a result, in the words

of one informant, *“Programming for peace often neglects the HRBA perspective. For example, peace and GBV projects are usually implemented as separate projects.”* Another informant stated that *“A challenge with peace is that often agencies cut corners on human rights to buy peace.”* (KII, partner)

Particularly in MFA’s influencing work in multilateral organisations and partner countries in conflict, and **also CSOs’ work on headwinds issues**, there is evidence that HRBA can be applied in difficult environments by carefully finding ways to proceed in a tactful manner. This is part of the pragmatism noted in finding 2.15. as MFA and its partners demonstrate that they are finding ways to proceed in environments that are hostile to human rights in ways that preserve attention to principles while accepting semantic flexibility. This was reflected in the interviews with MFA stakeholders in Vietnam, where the civic space and possibilities to openly discuss human rights is limited. They report knowing how to select the right channels and semantics for promoting HRBA and human rights on the policy level. In Azerbaijan, the proposal and report from the FLC project in the sample did not apply any standard HRBA terminology, but in the interview, the description of their work demonstrated a clear awareness of when the rights of persons with disabilities were being violated and what they could do to raise awareness among duty-bearers and (gently) prod



the government to undertake relevant reforms. One organisation supported by Finland in Egypt has given its innovative approach to measure progress on fulfilling socioeconomic rights a developing framing to mitigate the risk of conducting human rights work.

**In such contexts and interventions, the possibilities to systematically implement HRBA on a human rights transformative or even progressive level are rather limited, and interviews with project stakeholders demonstrate how they are often not able to directly discuss human rights. Partners are generally well aware of the potential risks they face - or even contribute to - if they apply HRBA and how to manage them.**

Finland has selected partners working in **headwinds and conflict** that generally have a high awareness of risks related to HRBA and human rights language. This is reflected in **adaptations of used terminology, approaches to local stakeholders and how different rights are framed in the external communication** while not compromising with the HRBA process-wise in the implementation. For example, practically all partners working on SRHR use the term birth spacing, focusing on the health of the mother and her ability to care for the already born children. In external communication, child marriage is avoided in Somalia, and the term early marriage is preferred in contexts where menstruation is perceived as an indicator of female adulthood and key populations or sexual minorities used instead of LGBTQI. **Table 10** below presents some examples of how partners are adapting their HRBA lexicon to reflect the risks that they face in applying HRBA in practice

**Table 10 Examples of adapting HRBA lexicon to reflect the risks in applying HRBA in practice**

HRBA TERMINOLOGY	ALTERNATIVES USED BY SOME PARTNERS	REASONS
Accountability	Indirect references via inclusion and participation	Avoiding language that could be considered political
Rights-holders and duty-bearers	Explicit reference to specific stakeholders Use of 'humanitarian' terminology, such as beneficiaries rather than rights-holders	Making the documents more concrete and context-based
Persons with disabilities	Differently abled people	Emphasis on abilities
Reproductive rights	Family planning and/or birth spacing	Avoiding rights language favouring SDG framework, which is more accepted by targeted duty-bearers, or focusing on family well-being for support by moral duty-bearers
Rights LGBT/LGBTQI	Sexual minorities/key/target populations	Risks of exposure in hostile contexts
Child (forced) marriage	Early marriage	In contexts where the concept of the childhood of girls is not accepted after their menstruation has started

Source: Evaluation team



## 5 Conclusions

**Conclusion 1: HRBA has become solidly established within MFA and its partners as the most important common normative basis for Finland's development cooperation.**

This overall conclusion is based on a judicious combination of principled commitments with pragmatism and readiness to adapt HRBA's focus to local conditions and issues. HRBA provides strategic direction but is not seen as a template. Due to widespread ownership and application by both the MFA and Finland's partners, HRBA has become central to how Finland is perceived in the international development community. (see findings 2.1, 2.2, 2.3, 2.7, 2.11, 2.15, 2.18)

**Conclusion 2: The effectiveness of partners' application of HRBA has been found to be related to both achievements, most notably an improved human rights situation for persons in marginalised situations, as well as process, i.e., how rights-based principles are practised within cooperation instruments and modalities.**

These two dimensions of results from HRBA are reflected in the effectiveness, as well as added value, of Finland's use of HRBA. It is ultimately apparent that, without HRBA, Finland's development cooperation would have far less strategic direction and would lack a shared understanding (within the MFA and among partners) of common goals and the principles that the processes supported by development cooperation must adhere to. The evaluation demonstrates that when Finland's partners are explicit regarding which human rights need to be defended and how to achieve the respect and the fulfilment of these human rights, Finland's strong commitment to a human rights agenda is materialised in practice. (see findings 1.1, 2.7)

**Conclusion 3: Progress towards effective application of HRBA varies across the cooperation instruments and modalities. Cooperation instruments and modalities have operationalized HRBA in a range of ways that reflect both processes and outcomes, as framed in the Guidance Note.**

In some cases, there are solid commitments and an understanding of what progressive and transformative HRBA implies, whereas, in other cooperation instruments, efforts are still largely focused on achieving basic sensitivity. Country programmes have been effectively used to ensure that interventions reflect country-level human rights contexts despite mixed partner capacities. (see findings 1.1, 1.2, 2.1, 2.3, 2.6, 2.7)

**Conclusion 4: Capacities of rights-holders in marginalised situations have been enhanced, with local CSOs providing a voice and supporting them to overcome discrimination and isolation.**

These local CSOs primarily receive support through FCL, CSO, and bilateral and multilateral cooperation instruments. This is sometimes limited to access to more inclusive services. Although service provision generally indicates HRBA sensitivity, it can be a point of departure for engaging with duty bearers. These initiatives may not be transformative but are highly relevant within these cooperation instruments. These efforts may closely resemble pursuance of CCOs, which the evaluation team sees as unproblematic (see findings 2.1, 2.3, 2.10, 2.13)



**Conclusion 5: Capacities of duty-bearers and their accountability have been somewhat enhanced.**

Multilateral organisations, and especially those committed to HRBA, are well positioned to effectively support duty-bearers. Bilateral interventions can also provide a platform for these engagements. The extent to which these interventions focus on duty-bearer capacities has diminished somewhat. Despite the potential of ICI instrument in strengthening duty-bearers' capacities, with most ICI interventions, this has not been sufficiently explored. (see findings 2.1, 2.3)

**Conclusion 6: The growing role of private sector instruments in Finland's development cooperation has implied an increasing emphasis on the capacities of funded companies as other responsible actors in human rights due diligence.**

Entry points to engage with primary duty-bearers are minimal. (see findings 2.1, 2.3)

**Conclusion 7: CSO and FLC interventions, as well as some multilateral and bilateral interventions, have enabled rights-holders and developed systems to promote accountability.**

There is a clear bias towards enhancing the voice of rights-holders. These capacities have been notably enhanced in relation to disability, which is evidence of the importance of a strong CSO (and UN) ecosystem, opportunities to establish a HRBA flagship, and political commitments to change. (see findings 2.3, 2.18)

**Conclusion 8: The HRBA principle of transparency has received strikingly little attention in Finnish development cooperation in general.**

This applies to all cooperation instruments but has particular characteristics in private sector interventions wherein transparency is limited due to business secrets. (see findings 2.3, 3.3)

**Conclusion 9: The use of the HRBA Guidance Note and the application of practical advice by skilled and committed MFA staff have generated and maintained broad and informed commitments to HRBA over time.**

These opportunities are particularly amplified in country programming and bilateral projects wherein embassy-led efforts provide opportunities to anchor initiatives in country contexts. There are, however, areas where modest refinement of the Guidance Note is warranted. (see finding 2.1)

**Conclusion 10: The underlying assumptions that HRBA can be characterised according to the defined levels of sensitive, progressive and transformative are inherently problematic.**

There are three major aspects of this: (a) practices are more varied than the labels would suggest, with a given intervention often including a range of sensitive, progressive and transformational characteristics; (b) uncertainty regarding how to differentiate between HRBA and cross-cutting objectives (and the significance of this distinction) and (c) uneven reporting skills among partners and uneven understanding of HRBA within MFA raise doubts about the validity of these assessments. (see findings 2.4, 2.7)

**Conclusion 11: A lack of monitoring and structures to ensure that claims made in plans for the application of contextualised HRBA are adhered to constrain HRBA outcomes and processes. This relates to relative over-emphasis on seeing HRBA as related to 'gatekeeping' before funding approval.**



MFA structures and available resources provide limited opportunities to engage in monitoring. This partially relates to an overemphasis on responsibilities for HRBA application being associated with the 'gatekeeper' function of the Quality Assurance Board. Partner reporting sometimes provides valuable analysis of how HRBA is being applied, but the quality of reporting and levels of emphasis on HRBA are mixed. (see findings 1.2, 2.5, 2.8, 2.9, 2.14)

**Conclusion 12: In order to base development cooperation policies and plans on the prevailing human rights context and to effectively manage risks to human rights, rigorous human rights assessments, *do no harm* analyses, and conflict and political economy analyses are needed.**

Capacities for this are mixed. Country programmes provide a forum for undertaking such analyses, but the lessons are not consistently mirrored in partners' plans and implementation. The scope and quality of partners' analyses vary, and the extent to which they guide development practice is limited. There are also challenges in applying analyses to arrive at realistic ToCs for attitudinal and behavioural changes within project timeframes. (see findings 2.8, 2.9, 2.14, 3.2)

**Conclusion 13: Successful aspects of pursuing human rights aims can be primarily found in relation to critical reflection among partners and by MFA over the implications of applying HRBA in the contexts in which they work.**

This stems from what is for the most part, a constructive dialogue among Helsinki and country-based MFA, CSOs, multilaterals, recipients of FLC support, and (to a lesser extent) private sector and ICI partners. (see finding 2.1)

**Conclusion 14: Awareness and understanding of regional and global human rights law and monitoring mechanisms are not consistently recognised as central to HRBA and, therefore, are not sufficiently applied when operationalising HRBA.**

This is an element where Finland could be expected to be a leader, given the strong coherence between commitments to HRBA in development cooperation and human rights as the core of Finland's overall foreign policy. (see finding 2.12)

**Conclusion 15: Integration of HRBA perspectives with risk management is a 'work in progress', with mixed results. Recognition and understanding of human rights risks are beginning to emerge, but new risk management approaches have not been tested sufficiently to judge their relevance for linking more strongly with human rights perspectives.**

Successful achievements can be seen in the integration of attention to specific risks, such as sexual abuse, violence and harassment, into plans and procedures. Obstacles to the integration of risk management with HRBA generally relate to both weak human rights, conflict and political economy assessments and failures to recognise the importance of 'linking the dots' between human rights assessments and risk management. Country programmes provide some opportunities to support more comprehensive analyses (see findings 3.1, 3.2)



**Conclusion 16: Risks of negative impacts on human rights due to HRBA application have not been in focus, which is surprising given that assessment of how to ensure that interventions *do no harm* is an explicit requirement for all interventions.**

Analyses of how to ensure that interventions designed and implemented with a *do no harm* to human rights perspective vary enormously in quality and in how they are applied. Some partners are very strong in this regard; most are not. This relates to the general deficiencies in capacities to undertake conflict, power, human rights and political economy analyses. It also reflects the existence of unresolved uncertainties regarding how to engage with illegitimate duty-bearers, primarily in conflict contexts, and how to manage the risks of feeding conflict tensions when confronting human rights abuses. There may be no easy answers for how to manage these issues, but failure to confront them in a transparent and constructive manner is more problematic. (see findings 3.2, 3.4)

**Conclusion 17: Clear (but different) progress in strengthening human rights risk management is made in private sector instruments, where ensuring respect for human rights in supported business activities in line with the UNGPs is at the core of HRBA.**

In most private sector cooperation instruments, relatively systematic efforts have been made in integrating the human rights risk management perspectives into the planning of interventions and investments and related guidance, as well as in building the capacities of MFA staff and partner organisations managing PSIs. While emphasis has been given to dialogue and capacity building of private sector partners, within interventions, the level of attention to and partners' capacities to address human rights issues varies greatly. Many have difficulties achieving the level of being HRBA sensitive. (see finding 3.3)

**Conclusion 18: The MFA is understaffed in relation to the task of ensuring the application of HRBA as part of implementation across the cooperation instruments.**

This has major implications for capacities to respond to most of the conclusions above. (see findings 2.16, 2.17)



## 6. Recommendations

### 6.1 General recommendations for MFA in future application of HRBA

**Recommendation 1. HRBA should be reaffirmed as a core principle and continue to guide Finland's development cooperation in the future as a concrete expression of Finland's will and commitment to stand up for global human rights.** This should be pursued in two broad streams. First, HRBA should be applied as a tool to ensure that partners focus on how to achieve relevant and more impactful results, enhancing the power and well-being of rights-holders in marginalised situations and the capacity and accountability of duty-bearers. Second, HRBA should be applied as a yardstick to measure and demonstrate how Finland is upholding its ethical commitments to global human rights norms in a concrete manner. (see conclusions 1, 2, 7, 9)

*This recommendation is addressed to the MFA as a whole.*

**Recommendation 2. To ensure that the recognised values of HRBA are visible and measurable, MFA should ensure that partners both assess the human rights outcomes and, explain the HRBA processes of their work and apply lessons thus learnt.** Possible approaches for this are presented in recommendation 6. (see conclusions 2, 9)

*This recommendation is addressed to the Management of the Department for Development Policy and the Political Department, relevant advisers at the Department for Development Policy and Regional Departments as well as MFA staff managing interventions.*

**Recommendation 3. Finland's human rights and HRBA policies should continue to reflect and build upon the established processes that have made HRBA central to the 'DNA' of development cooperation partnerships. This includes commitments to position Finland as a normative leader in human rights within the development community by being explicit in engagements with partners about how human rights values are to be operationalised. This includes demonstrating how human rights have become a point of departure for Finland's engagements to host governments and multilateral institutions.** There are thus significant risks of a loss of clarity that would emerge if HRBA was to be given lesser status. (see conclusions 1, 4, 5, 7, 8)

*This recommendation is addressed to the MFA as a whole.*

**Recommendation 4. The emphasis in MFA's practical promotion of HRBA should shift beyond the current 'gatekeeping' function to also provide incentives (resources) and regulations (reporting requirements) to encourage partners to undertake deeper human rights analyses and to monitor how these analyses are guiding implementation.** This may include restructuring the MFA's engagement with partners to create interfaces, as part of enhanced monitoring, for dialogue about intended intervention processes (i.e., establishing a consensus on what constitutes a realistic ToC for attitudinal and behavioural changes within project timeframes). This



could involve mandating and financing partners to undertake more ambitious inception/planning phases and outsourcing analytical tasks. (see conclusions 10, 11)

*This recommendation is addressed to the Management of the Department for Development Policy and relevant advisers at the Department for Development Policy and Regional Departments.*

**Recommendation 5. The emphasis of the Quality Assurance Board, Senior Advisers on Development Policy, as well as MFA staff managing interventions within country programmes, should shift to also include explicitly tasking embassy staff to undertake longitudinal dialogue on human rights achievements and risks. The HRBA levels would be used as a tool for reflection with partners over the course of implementation, rather than primarily being seen as a definitive judgement before funding approval.** Systems should be redesigned to encourage and assist the partners in undertaking this reflection. New systems should be based on identifying possible checkpoints in the implementation where closer monitoring and dialogue can take place. Also, embassies should shift resources to undertake these types of interfaces and partner dialogue. (see conclusions 10, 11, 13)

*This recommendation is addressed to the Management of the Department for Development Policy and the Political Department, relevant advisers at the Department for Development Policy and Regional Departments as well as MFA staff managing interventions.*

**Recommendation 6. MFA and its partners should undertake more and deeper analyses of power relations, human rights contexts and risks of doing harm. This should be pursued by strengthening guidance tools and investing in analytical reflection capacities supported by advice and coaching. Some aspects can be done internally by investing in HRBA-related contextual analysis and partly by exploring outsourcing opportunities.** MFA should explore alternative capacities for strengthening the analyses noted above and generally achieve more transformational aims without additional MFA staff. The intention would be deeper and empirically anchored interventions. (see conclusions 11, 12, 13, 18) These alternatives may consist of the following:

- **Fund longer and more ambitious inception phases** wherein particular attention could be given to describing aspects such as how the intervention will develop and respond to more ambitious human rights, power and *do no harm* analyses.
- **Collaborate with think tanks and specialised CSOs capable of undertaking human rights and *do no harm* analyses that can then be engaged in HRBA-related analysis and dialogue with partners.**
- **Establish a help desk (or multiple small and specialised help desks) capable of supporting partners and MFA** through, for example, providing quick assessments and advice on partners' human rights assessments to ensure that relevant human rights laws and conventions are accurately and adequately referred to; coaching of partners that are weaker in HRBA; ensuring that evidence is available to inform decisions regarding future funding. Such a help desk could build on support currently provided by CSOs, such as Fingo or Abilis, or be led by contracted consultants. Specific attention should be paid to the capacities of service providers to provide support to different kinds of partners. The costs and benefits of a single help desk with a broad scope of advice versus small specialised help desks would need to be assessed.



*This recommendation is addressed to the Management of the Department for Development Policy and Regional Departments, relevant advisers at the Department for Development Policy and Regional Departments, as well as MFA staff managing interventions.*

**Recommendation 7. MFA should accept that many interventions/partners are unlikely to become more than ‘just sensitive’ and, therefore, coach and advise weaker partners on how to achieve improvements within that category.** (see conclusion 3, 10, 17) This should include:

- Provision of targeted advice (including outsourced consultancy support) regarding aspects of plans that are deemed to be ‘partially sensitive’ or HRBA blind.
- Identification of needs and coaching of partners to address weak aspects of proposals that hinder HRBA application.

*This recommendation is addressed to the Management of the Department for Development Policy and Regional Departments, relevant advisers at the Department for Development Policy and Regional Departments as well as MFA staff managing interventions.*

**Recommendation 8. MFA should undertake stricter screening and monitoring of interventions with weak or missing human rights risk analysis and attention to human rights principles before approval and during implementation.** This is especially important with ICI and private sector interventions, which, despite progress made, frequently lack such analysis. This is especially important with ICI and private sector interventions, which, despite progress made, still frequently lack such analysis. (see conclusion 12, 15, 17)

*This recommendation is addressed to the Management of the Department for Development Policy and Regional Departments, relevant advisers at the Department for Development Policy and Regional Departments as well as staff of MFA or other organisations managing interventions.*

**Recommendation 9. MFA should mobilise specialised advice to assist partners in aligning their HRBA efforts with relevant components of the international human rights systems. This should emphasise how to use partner country governments’ commitments under international and regional human rights law and the outputs of human rights monitoring mechanisms.** Horizontal sharing of experience from similar programmes in other countries or sectors should be actively pursued. (see conclusions 14, 16)

*This recommendation is addressed to the Management of the Department for Development Policy and Regional Departments, relevant advisers at the Department for Development Policy and Regional Departments, as well as MFA staff managing interventions.*

**Recommendation 10. A range of modest adjustments should be made to the 2015 HRBA Guidance Note to provide more specificity related to the application in different cooperation instruments and modalities and different contexts.** These should include the following (a) Methods and guidelines should encourage prioritisation of salient aspects of human rights within cooperation instruments and modalities, sectors and contexts (based on the learning that has been underway in recent years within these cooperation instruments), including how to better work within relevant human rights systems. (b) The guidance should be more explicit on how and why to conduct power analyses and human rights risk analyses, with particular attention to how the findings can be applied. (c) Greater emphasis should be placed on how to use the State’s commitments under international and regional human rights law and the outputs of human rights



monitoring mechanisms. (d) More attention should be given to how to apply rights-based principles throughout the project cycle. (see conclusion 9)

*This recommendation is addressed to the Management of the Department for Development Policy, relevant advisers at the Department for Development Policy and Regional Departments as well as MFA staff managing interventions.*

**Recommendation 11. MFA should raise its expectations regarding partner monitoring with a particular focus on strategic human rights outcomes, processes, and risks.** From MFA, this would involve reallocation of support to partners in terms of time, as well as financial and human resources for monitoring. As part of this, MFA should ensure that results-based management related guidance is more explicitly aligned with HRBA. (see conclusions 11, 12, 13, 15, 16)

*This recommendation is addressed to the Management of the Department for Development Policy, relevant advisers at the Department for Development Policy and Regional Departments as well as MFA staff managing interventions.*

## 6.2 Recommendations for individual cooperation instruments -strategic and operational

**Recommendation 12. Regarding CSO and FLC cooperation, it is recommended that the MFA Unit for Civil Society and the embassies encourage partners that are weak in HRBA to learn from those that are stronger, as exemplified by the mutual support with disability interventions and the work of Fingo.** This could involve providing vouchers for consultancy inputs where institutional mechanisms allow this or specific grants to stronger partners to provide such support. (see conclusions 4, 7)

*This recommendation is addressed to the Unit for Civil Society, relevant advisers at the Department for Development Policy and Regional Departments, programme officers at Regional Departments, as well as Embassy staff managing FLC at the country level.*

**Recommendation 13. Regarding ICI cooperation, it is recommended to continue the efforts for strengthening the HRBA integration and implementation in interventions through systematic screening of project documents and reports, capacity building and advisory support for partner institutions, and instrument-level monitoring. The current advisory support by consultants to enhance awareness and critical reflection related to HRBA should be continued with adequate resourcing.** Closer attention should also be given to interventions that are effectively HRBA blind, with the rejection of funding proposals or discontinued funding to ongoing interventions if prospects for change are deemed poor. In the targeting of ICI funding, priority should be given to interventions with clear human rights progressive and transformative elements. (see conclusion 5, 11)



*This recommendation is addressed to the Deputy Director General's Office at the Department for Development Policy, relevant advisers at the Department for Development Policy and Regional Departments as well as MFA staff managing interventions.*

**Recommendation 14. Regarding private sector cooperation, it is recommended that MFA continues strengthening systematic integration, implementation and monitoring of the human rights risk management in all PSIs in line with the UNGPs. Besides planning interventions, an increasing emphasis should be given to monitoring human rights risks and their management in private sector interventions and their reporting.** Practical advisory support to companies on human rights risk assessment, management and monitoring in different country contexts should be continued and further strengthened, e.g., through voucher consultancy and/or help desk services during the planning and implementation of interventions. Also, the sharing of good practices and lessons learnt from previous interventions, e.g., through workshops and websites, should be further strengthened. In all private sector instruments, closer attention should be given to interventions that are effectively human rights blind, with the rejection of funding proposals or discontinued funding to ongoing interventions or investments if prospects for adequate human rights due diligence in the funded companies are deemed poor. (see conclusions 6, 17)

*This recommendation is addressed to the Management of the Department for Development Policy, relevant advisers at the Department for Development Policy, and the Unit for Development Finance and Private Sector Cooperation.*

**Recommendation 15. Regarding multilateral cooperation, it is recommended that HRBA continues to be emphasised in the strategic dialogue between MFA and multilaterals with specific attention to defined priority areas. MFA should assign staff or consultants to facilitate learning from relatively successful initiatives to refine the gender and disability efforts of multilateral partners and apply them in other areas, such as supporting duty-bearer transparency. MFA should make particular efforts to inform this dialogue with evidence from multi-bi and other support at the country level, or from thematic interventions.** Some prioritised partner organisations and interventions could be selected for piloting and developing feasible and effective coordination, information sharing, and documentation practices within MFA. This would thereby also improve self-monitoring of HRBA-related influencing work before expanding new ways of working more widely to MFA's multilateral cooperation. (see conclusions 5, 7)

*This recommendation is addressed to the Units for UN Development Issues and for Development Finance and Private Sector Cooperation together with other units managing relevant multi-bi or thematic interventions.*

**Recommendation 16. Regarding country programmes and bilateral cooperation,** it is recommended that embassies should shift staff resources from managing interventions to instead use monitoring as a basis for learning and acting more as knowledge hubs for defining what HRBA implies across the country programme, as well as implications for policy level influencing. This could be of particular importance in conflict countries where bespoke solutions are needed to ensure that HRBA prevails in difficult triple nexus efforts and when engaging with duty-bearers of questionable legitimacy. (see conclusions 2, 3, 7, 16, 18)

*This recommendation is addressed to the Management of the Department for Development Policy and Regional Departments, relevant advisers at the Department for Development Policy and Regional Departments, as well as MFA Helsinki and Embassy staff managing interventions.*



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## Intervention-related documents

The document review included intervention-specific documents of the sample interventions. The list of sample interventions is in Annex 6. The types of documents reviewed included, among others, the following (as available/relevant):

- programme documents,
- results frameworks,
- quality group documents (funding proposals, meeting notes, advisor reports to the quality group),
- relevant strategies and studies conducted (e.g. human rights assessments; GESI strategy; background analysis for project document),
- annual reports and workplans,
- completion reports,
- mid-term reviews/evaluations,
- desk officer's mission reports,
- partnership agreements,
- guidelines for dialogue with programme stakeholder,
- minutes from annual or other meetings with project partners.



## The Evaluation Team

**Dr. Ian Christoplos (Team Leader)** is an international development evaluator, consultant and researcher with more than 30 years of international experience in more than 30 countries. He has extensive experience with leading both evaluation and research teams in a range of different sectors with a human rights perspective. He has a solid thematic experience and a comprehensive understanding of human rights, the human rights-based approach and their significance in international relations, particularly in development policy and cooperation. He has conducted over 40 evaluations and research assignments for a variety of clients and has extensive experience in applying and evaluating the human-rights based approach in development policy and cooperation.

**Annica Holmberg (Senior Evaluator)** is a gender and Human Rights-Based Approach (HRBA) specialist with more than 26 years of experience in international development cooperation. She has conducted 50 evaluations and reviews, of which almost all had a HRBA or gender perspective. She has strong experience in developing, implementing, monitoring and evaluating democracy, advocacy, gender, SRHR, disability rights, child rights and youth, livelihood, environmental and climate change programmes in different contexts. She is an experienced HRBA trainer and has developed method material for donor agencies and civil society organisations focusing particularly on HRBA and gender.

**Elina Tran-Nguyen (Senior Evaluator)** has worked in the area of sustainable development since 1997. She is an expert on development cooperation, programme and project management and evaluation, including HRBA. She has solid experience in the areas of integrating HRBA into development programmes and projects, women's and girls' rights, empowerment and inclusion of persons with disabilities, sustainable business and corporate human rights responsibility. She has a solid understanding on the Finnish development policy goals and priorities and their HRBA linkages. She has strong experience of working in developing country contexts, especially in South-East and South Asia and to some extent in Africa.

**Henrik Alffram (Senior Evaluator)** is a lawyer and sociologist with more than 25 years of professional experience centred on human rights, justice and civil society issues in Europe, Asia and Africa. He specialises in evaluations of international development cooperation initiatives in the field of human rights and governance and is often engaged to assist with policy and strategy development and with project and programme design. He also has experience in political economy analysis and human rights research and a significant track record of utilising a human rights-based approach to development. Henrik has worked for nongovernmental human rights organisations, the UN High Commissioner for Human Rights and the academia. He has carried out assignments for Swedish and international CSOs, academic institutions, bilateral donors, UN agencies and private sector actors.

**Roosa Tuomaala (Emerging Evaluator)** has 8 years of experience in consulting, project management and research, and a particular interest in monitoring and evaluation. Her previous evaluation assignments include the ex-post and final evaluations of two Finnish bilateral WASH and livelihood programmes in Nepal and mid-term evaluation of Finland's development cooperation in Eastern Europe and Central Asia, including 14 green economy and democracy support programmes. Roosa



has also worked on innovation and entrepreneurship support and fund management in a regional, bilateral programme in Southern Africa.

**Christine Kamau (Country Evaluator – Somalia, Kenya)** is an M&E consultant with over 15 years of experience in both the humanitarian and development sectors. Her main areas of expertise include displacement and service provision for displaced populations, repatriation and peace-building. She is also experienced working in governance, civic education and community-driven development. In recent years, the emphasis of her work has been on reviews, evaluations and research in fragile, conflict and post-conflict contexts, with work experience in countries such as Ethiopia, the Democratic Republic of Congo, in South Sudan and Somalia. She has worked for a variety of clients over the years, including the EU Delegation in Kenya as well as in Somalia, several UN agencies (UNOCHA, UNDP, for instance), Danida, GIZ, DFID, the World Bank, and a variety of INGOs such as the Danish Refugee Council, and ADRA, among others.

**Daniel Phiri (Country Evaluator – Zambia)** is an Evaluator with over 25 years of work experience in Sub Sahara Africa. His professional work has mainly involved advisory, consultancy, action research, and technical support to Central and Local Governments, multilateral and bilateral agencies, Civil Society Organisations and the private sector. He possesses knowledge of development policy, legal, regulatory and administrative systems in Zambia and beyond. He has worked in Zambia, Ghana, Kenya, Lesotho, South Sudan, Somaliland, South Africa, Tanzania, Uganda and the Solomon Islands (Pacific Region).

**Gabriel Wilhelm (Country Evaluator – Tanzania)** is an international development consultant with over 15 years experience working in development cooperation both with international and local NGOs, UN agencies, and civil societies in Tanzania, Kenya, Rwanda and Uganda. He provides support to organisations and programs/projects by establishing and revamping M&E systems, undertaking assessments, evaluations, reviews, and studies. The support to institutions and programs/projects ranges from facilitation of organisational development and sustainability planning, conducting organisation capacity assessments and tailor-made training. Gabriel supports diverse thematic areas, which include enterprise development, agribusiness, project management, entrepreneurship, youth skills development and employment, good governance, human rights and sexual and reproductive health rights (SRHR), among others.

**Christina Paabøl Thomsen (Research Assistant)** holds a B.A. in Anthropology and an M.Sc. in Development and International Relations. She works as a consultant and project manager at NIRAS International Consulting and has conducted several mapping studies and evaluations of development aid programmes. She has experience working in various locations across Europe and Africa, specifically focused on evaluations, civil society and governance related issues.

**Sari Laaksonen (Service Coordinator)** In her role as the Service Coordinator in the framework agreement for the MFA Finland's centralized evaluations, Sari provides evaluation process and deliverables Quality Assurance and facilitates the management and conduct of the evaluation. Sari is a freelance consultant focusing on sustainable development, and covers development policy and strategy, as well as all phases of the Programme and Project Life-Cycle Management, most notably evaluation. Sari has worked in-country for the UN, from the headquarters' positions of UN-agencies and the WTO, at the MFA Finland, as a start-up entrepreneur and as an International Consultant, typically leading various teams.



# Annex 1: Terms of Reference

## Evaluation of Human Rights and Human Rights-Based Approach (HRBA) in Finland's Development Policy and Cooperation

### 1. Background

Finland's foreign, security and development policies are based on human rights, and a central objective is the realization of human rights. The principles, procedures and objectives of Finland's international human rights policy were stated for the first time in 1998 in a report submitted to Foreign Affairs Committee. Finland's human rights strategy and action plan was published in 2013<sup>9</sup>. Currently, human rights are stipulated, among others, in the 2020 Government Report on Finnish Foreign and Security Policy as well as in the 2021 Report on Development Policy across Parliamentary Terms. Furthermore, the Government of Finland Report on Human Rights Policy 2022 outlines the Government's policy on fundamental and human rights in international, European Union and national contexts.

In 2015, the Ministry issued a Guidance Note on Human Rights Based Approach in Finland's Development Cooperation, which is in need of updating. The 2015 Guidance Note on HRBA will provide a core framework for the elements of HRBA to be considered.

Finland aims for proactive participation in international and regional organisations such as the United Nations, the European Union, the Council of Europe, the Organisation for Security and Co-operation in Europe (OSCE)<sup>10</sup> and the Nordic countries. In addition, supporting the activities of human rights defenders is an essential part of Finland's human rights-based foreign and security policy. Finland advocates civil society participation in the promotion and protection of human rights in international arenas. Furthermore, Finland promotes sustainable business, states' obligation to protect human rights in business activities and the obligation of business enterprises to respect human rights both nationally and internationally.

A human rights-based approach (HRBA) uses human rights as the basis for setting the *objectives* for development policy and cooperation. In addition, it means that the *processes* of development cooperation are guided by human rights principles. For Finland, this entails *a systematic integration of human rights as a means and an objective* in development cooperation. In addition to the above objectives and process aspects, the approach includes *enhancing the capacities* of rights-holders and duty-bearers and other responsible actors.<sup>11</sup>

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9 [https://um.fi/policies-and-guidelines/-/asset\\_publisher/NgyU5oMVA9rg/content/strategia-ja-toimintaohjelma-suomen-ulkoasianhallinnon-ihmisoikeusstrategia](https://um.fi/policies-and-guidelines/-/asset_publisher/NgyU5oMVA9rg/content/strategia-ja-toimintaohjelma-suomen-ulkoasianhallinnon-ihmisoikeusstrategia)

10 See: <https://um.fi/finnish-human-rights-policy-within-international-organisations>

11 Guidance Note 2015 HRBA



There are multiple ways that this can be done in interventions. Initial assessments on human rights and adhering to the human rights principles is a minimum standard. Some more ambitious interventions may include some targeted objectives for advancing human rights, engaging in strategic policy dialogue or supporting human rights defenders for instance. A scale of ambition was developed by the MFA to signify the scope of expected changes, with human rights transformative being the most ambitious.

The HRBA guidelines have been in place since 2015. The broader policy relevance and coherence aspects were assessed in 2018 including the related policies, strategies and guidelines. The 2018 evaluability assessment on HRBA is one of the starting points of this assessment, albeit with some new divergent specifications as will be outlined in these ToR.

The policy level has remained largely the same. The 2018 development policy results report to the Parliament noted the further need to analyse implementation and achievement of actual results.

Independent evaluations have frequently raised the issue of limited coverage of HRBA in interventions, suggesting a gap between policies and implementation. For the current evaluation, the focus will be more on implementation and effectiveness in reaching the desired 'human rights transformative' development path.

The Development Policy Committee is in the process of conducting a study on HRBA ('what it is and why is it important') as well as map out the opportunities and constraints of the approach in the different development policy and cooperation instruments. In addition, the study looks at the relations between HRBA, equality and non-discrimination in Finnish development policy. EVA-11 coordinates with the Committee. The study is expected to be finished by January 2023. This evaluation being commissioned is expected to draw from the results of the study, yet avoid unnecessary duplication. This entails a much more in-depth evaluative lens to the *de facto* implementation of HRBA and its effectiveness. The study is likely to be useful during the inception phase of this evaluation in establishing an overview of HRBA in the various cooperation instruments.

At the time of commissioning this evaluation, the RBM guidelines are being updated. The 2018 evaluability assessment recommended that this evaluation provides additional input to the further development of the theories of change (ToCs) of Finland's development policy priority areas which may be revisited after the 2023 parliamentary elections and the preparation of the next government programme. Furthermore, there is an intention to update the HRBA guidelines when the results from this evaluation are available. If found necessary by the responsible unit, the Ministry may also revisit the HRBA marker system.

It is against this background that this evaluation is commissioned.

## 2. Purpose and rationale

The purpose of this evaluation is to inform the Ministry for Foreign Affairs of Finland on how the human rights-based approach (HRBA), as described in the guidance note, has been applied in its development policy and cooperation, in support of the Ministry's human rights and development policies. Furthermore, the purpose of this evaluation is to provide information for stepping up the implementation and effectiveness of the Human Rights-Based Approach in the different cooperation instruments of the Ministry. The evaluation also aims to increase understanding on the extent to which HRBA could and should be further integrated within MFA risk management system. The



results of this evaluation will be used by the Ministry for updating the 2015 HRBA Guidance Note as well as improving procedures and practices for the Ministry. The results will be used for informing the Ministry's approach to implementing the next government programme as well as updating the RBM guidelines where relevant.

The objectives of this evaluation are:

- Provide a cross-section of the extent of current and recent application of the HRBA in development cooperation interventions.
- Analyse the connection between the HRBA and actual development cooperation results achieved by Finland, including key results and the specific value of the approach that has materialised, if any, for effectiveness, transformative changes and the ultimate attainment of human rights and development policy objectives.
- Analyse the reasons for successes and failures, and relation with risk management.
- Provide overall conclusions on the effectiveness of HRBA implementation in the Finnish development policy and cooperation. This includes provision of evidence-based conclusions on the overall state and level of the application of the HRBA and its specific value that materialised from using the approach. This should draw on a review of international best practices as well as the other analyses done in this evaluation.
- Provide well justified and evidence-based recommendations on how to improve the implementation and effectiveness of the HRBA *overall*, as well as for *each of the cooperation instruments* and the various *organisational entities* in the Ministry, including suggestions and options for practical measures to be taken. This should draw on the review of international best practices, critical analysis of current guidance, as well as the other analyses done in this evaluation.

### 3. Description of the Evaluated

By 'interventions' in this evaluation we mean projects and programmes as well as allocations to organisations receiving core or thematic funding.

By 'HRBA' in addition to the general definition, we mean to also cover the Ministry's categorisation of the levels of ambition. In practice, this means that the evaluation will collect evidence regarding factors that determine the different levels of ambition and resulting variations in effectiveness.

The focus of this evaluation is mainly on HRBA's application in the various development cooperation instruments, with an aim to yield practical recommendations for the future based on the existing situation. Similarly, as the underlying policy framework is already broadly in place, the focus is more on how to step up and optimise the implementation and application of the HRBA in development cooperation in a meaningful way, including updating the HRBA guidance note and possible further instrument-specific implementation guides or other measures.

The analysis in the evaluation will be structured around how HRBA is reflected in programmatic objectives, processes and outcomes, underpinned by enhancement of the capacities of rights holders and duty bearers. In accordance with the guidance note from 2015, the emphasis will be on assessing whether processes and institutional outcomes within the programming are participatory, inclusive and non-discriminatory. The evaluation will also look at how programming has contributed



to the transparency and accountability of duty bearers and the power of rights holders to demand accountability. Finnish development cooperation will be recognised one of several 'responsible actors', also including civil society, other donors and the private sector.

The evaluation will not evaluate attainment of cross-cutting objectives of reducing inequalities, gender mainstreaming and climate sustainability, but indicators will reflect opportunities to assess if and how pursuance of these aims reflects HRBA principles. This may, for example, include assessment of how the power relations between duty bearers and rights holders have been considered in determining how to overcome inequality and analyse gender relations. Similarly, the evaluation will look at the extent to which programming directed towards particularly marginalised and vulnerable populations has emphasised their voice and capacities, and has thereby transcended a focus on their needs alone.

Similarly, the evaluation will not evaluate conflict sensitivity per se, but will analyse the unique dynamics within conflict contexts to determine if and how a respect for conflict-affected peoples as rights holders, and a search for how to strengthen the capacities of perhaps weak duty bearers has been maintained. There are many inherent dilemmas in applying HRBA in these contexts, e.g., when state legitimacy is in question, and the evaluation will need to unpack these without assumptions that simple solutions can be found.

The guidance note will be used as the yardstick in multiple ways. 1) It will inform the concepts and definitions used in this evaluation; 2.) It will inform the formulation of concept labels and document-based analysis against the levels of ambition for phase 1; 3). It will provide indications of how the various cooperation instruments and modalities are expected to implement the approach.

The Government Programme (2019) and the Government of Finland Report on Human Rights Policy 2022 set the overall objectives for advancing human rights. Human rights are advanced by several ministries of the Finnish government and on multiple arenas. The group of actors that are directly involved in development policy and cooperation is, however, smaller.

The 2020 Government Report on Finnish Foreign and Security Policy as well as in the 2021 Report on Development Policy across Parliamentary Terms guide the development policy and cooperation funded by the Ministry for Foreign Affairs.

The evaluation will focus on the specific cooperation instruments.

- Bilateral support (including budget and sector support, country programming, bi-projects)
- Multilateral support (including core funding, multi-bi projects in country programmes, multilateral thematic funding, IFIs, trust funds)
- Civil society instruments
  - Programme and project-based instruments
  - INGO support (core support and project funding)
- Institutional Cooperation Instrument (ICI)
- Funds for Local Cooperation (FLC) (embassies)
- Private sector instruments and development policy investments (Finnpartnership, Finnfund, PIF, Devplat, NDF and Nefco), including country strategies if at all.



The governance structure of these instruments (which will not be evaluated *per se*, as HRBA is expected to be implemented by all governing entities) is summarised as follows.

Within the Ministry for Foreign Affairs, the Unit for Human Rights Policy (POL-40) is responsible for, among others, human rights policy and general human rights issues, including human rights policy in international and regional organisations. It hosts the Advisory Board for International Human Rights (IONK)<sup>1</sup>. Situated in the political department (POL), the Unit implements a number of development cooperation interventions.

The priorities of Finland's human rights policy are described in the Government Report on Human Rights Policy and include e.g., the rights of women, girls, people with disabilities, Indigenous Peoples, gender and sexual minorities, and other people in particularly vulnerable positions.

Two recent examples are:

#### *UN Human Rights Council*

Finland is a member of the UN Human Rights Council in 2022–2024. Finland promotes as the cross-cutting themes the rights of women and girls, the rights of indigenous peoples, the rights of persons with disabilities, and the rights of sexual and gender minorities. Increasingly significant themes include new technologies and digitalisation, and climate change and human rights, with Finland offering its competences in these to the Council's work. The UN Human Rights Council is the most important intergovernmental human rights body, and Finland was previously a member of the Council in 2006–2007.

#### *Human rights defenders*

Finland acts and expects other states to act in compliance with international human rights provisions and to protect and support the activities of human rights defenders. Finland continues to support efforts to strengthen the capacity of human rights defenders and civil society as well as organisations carrying out human rights work and supporting human rights defenders as part of its development cooperation.<sup>12</sup> During the Finnish Presidency of the Council of the EU in 2019, human rights defenders was chosen a theme of one of the Working Party on Human Rights (COHOM)'s working group meeting held in Helsinki in October 2019.<sup>13</sup> Finland's national guidelines on the implementation of the EU Guidelines on Human Rights Defenders (*Supporting Human Rights Defenders Together - Guidelines of the Finnish Foreign Service*) were recently updated. As a member in the UN Human Rights Council, Finland has organized both open and closed events about the work of Human Rights Defenders and how to support them. Finland also supports the resolutions on Human Rights Defenders adopted by the HRC and the work of the Special Rapporteur.

In terms of development policy, the Unit for Sectoral Policy (KEO-20) under the Department for Development Policy, is responsible, among others, for provision of expert services to departments and units in charge of development cooperation issues, including human rights and HRBA. The unit also monitors the quality of development cooperation and development cooperation instruments as well as improves the regulations, instructions, methods and administration of development cooperation related to sectoral policies. The HRBA Guidelines are prepared and managed by the unit.

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<sup>12</sup> <https://um.fi/finland-s-international-human-rights-policy>

<sup>13</sup> Review on Human Rights Advocacy of International Non-Governmental Organisations (INGOs) (2020)



The Unit for General Development Policy (KEO-10) is responsible for, among others, coordinating and developing the guidelines and methods and instruments used in development cooperation and provision of related advice. The unit also improves the knowledge and competence related to development policy and development cooperation, and coordinates related training.

The various other units under the Department for Development Policy (KEO) as well as the various regional departments (ALI, ASA, EUR, ITÄ) are also involved in implementation of the HRBA.

The Department for Legal Service (OIK) similarly implements some development cooperation interventions, and the Unit for Human Rights Courts and Conventions (OIK-40) handles the development of human rights; periodic reports and monitoring relating to the implementation of human rights conventions; the representation of the Government of Finland before international judicial and investigative bodies examining human rights complaints; the supervision of execution measures relating to human rights complaints and the provision of expertise, advice and opinions on human rights law among others.

The Sustainable Trade Unit (KPO-30) under the Department for International Trade promotes issues of sustainable development, including human rights, in trade agreements and multilateral organisations.

Unit for Administrative and Legal Development Cooperation Matters (KEO-80) is responsible for the statistics, developing risk management and the various management information systems, among others.

### **Status of HRBA application**

Between 2015 and 2017, approximately 93 per cent of Finland's new funding decisions were based on a human rights-based approach. The administrative, planning or evaluation costs or costs arising from purchases and other costs related to general improvements of methodologies and processes have not been specified in this way, as these items are only indirectly connected with human rights. Funding through the Local Cooperation Fund or through the Finnpartnership programme is also not included in these figures. The application of the human rights-based approach and statistics in these areas are continuously developed.

In development cooperation, human rights can be considered and promoted in different ways and on different levels. Finland has set out three levels for its human rights-based approach: human rights sensitive, human rights progressive and human rights transformative. The long-term objective, laid out in 2015, is that all cooperation supported by Finland should at least be human rights sensitive and should gradually become more human rights transformative.

Achieving this objective requires active measures, such as training and additional guidelines. A total of 66 per cent of all new decisions made between 2015 and 2017 were at minimum level: the activities are guided by human rights principles, and it is ensured that no negative human rights impacts are generated in the projects. One in five of all new projects actively promote the realisation of human rights. Only a small proportion (7%) of all development cooperation funding appropriated during the current government term have been allocated to activities that fundamentally tackle human rights challenges. There are significant differences between various cooperation modalities and partnerships. Applying the human rights-based approach has posed challenges in recently introduced support schemes intended for the private sector.

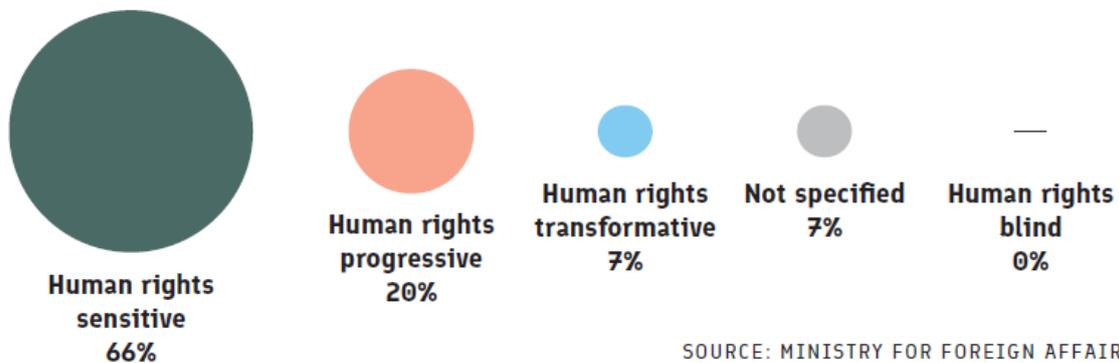


The aim of Finland is not to support any cooperation in which the human rights situation is not assessed. Failing to do the assessment may, in the worst case, lead to a situation where the project has negative implications on human rights. Making human rights analyses part of the planning in all areas remains a challenge. Potential human rights risks noted in analyses must be considered in the planning and implementation of the cooperation. (*Development Policy Results Report, 2018*)

This categorization is based on an MFA internal ‘marker system’ established in 2003, corresponding the levels of ambition set out in the MFA’s HRBA guidance. The minimum standard is ‘human rights sensitive’.

## FINLAND TAKES HUMAN RIGHTS INTO ACCOUNT

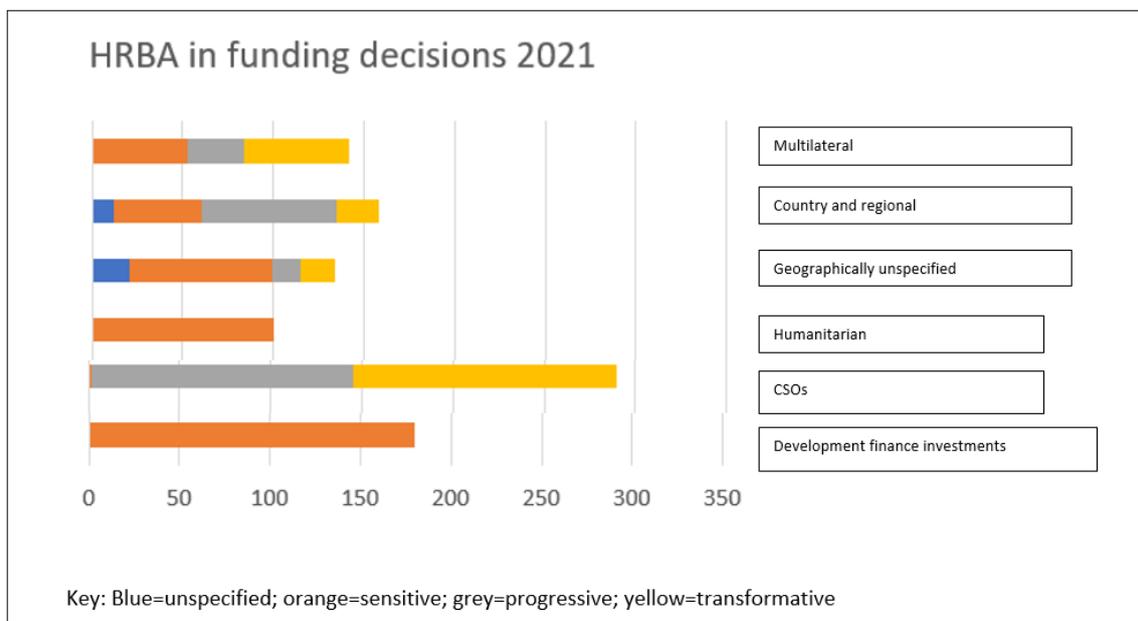
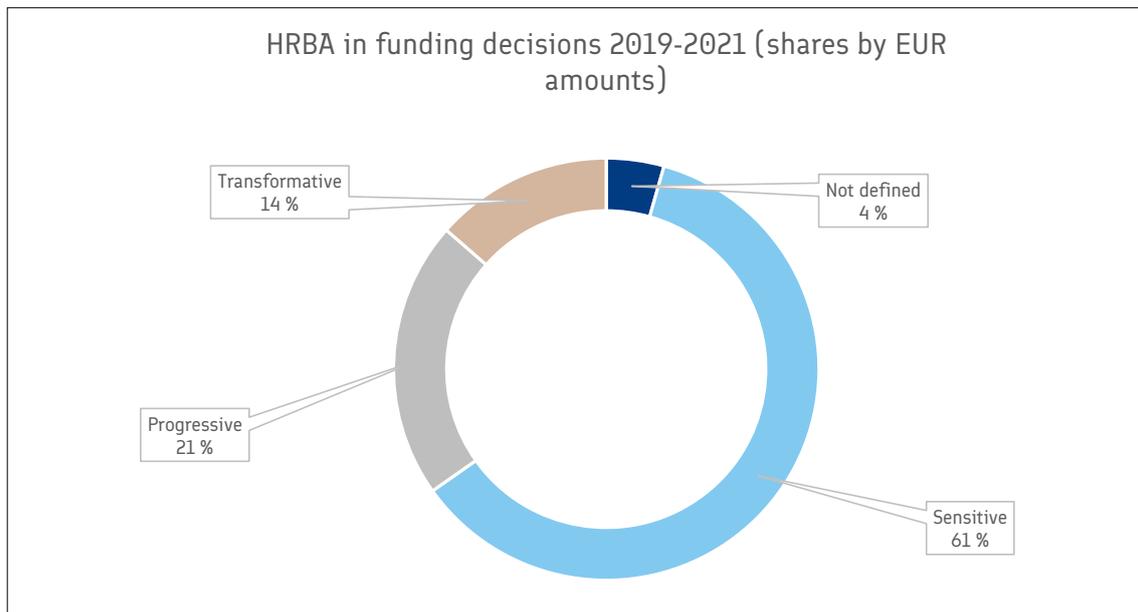
Definitions of human rights levels in funding decisions in the period 2015-2017<sup>7</sup>



Between 2018-2021 the situation has developed into **57 %** being human rights sensitive, **26 %** progressive, **9 %** transformative, **8 %** not specified and **0%** human rights blind. Figures include all funding decisions other than administration costs, including humanitarian aid (EVA-11; MFA Statistics unit).



The below status was presented in the development cooperation results day in August 2022:



## Previous evaluations and other assessments

The **Review of Human Rights-Based Approach in Finland's Development Policy (2018)** was conducted as a predecessor to this evaluation in order to assess evaluability among others. The assessment found that, at policy level, the HRBA has generally increased coherence between the spheres of human rights and development but the concept of the HRBA has remained quite abstract. The meaning of the HRBA was interpreted differently among different staff, but was mainly seen as an approach contributing to quality. The potential of discovering the root causes or addressing power or resource imbalances was largely missed. Other variations in interpretations included the extent to which interventions highlighted power relations and individual empowerment



(emphasis on the roles of duty bearers and rights holders); the extent to which pragmatism was applied, and how programming emphasised the role of the state. The assessment also found that since human rights-related work is implemented by various departments and units of the MFA, this has led to different policy and conceptual interpretations and implementation practices.

The review concluded that the plausibility of MFA interventions leading to intended HRBA results was medium to low, given limited analysis of the wider human rights situation in the country; little consideration of the factors that contribute to the infringement of rights and whether these are targeted by the MFA-supported intervention; and a lack of clarity on whether projects aimed to contribute to the recognition of rights holders and duty bearers/ their corresponding rights, responsibilities and obligations.<sup>14</sup>

The linkages of Finland's HRBA with other key policies and frameworks, for example the Sustainable Development Goals (Agenda 2030) and MFA's RBM/TOC were found superficially articulated or missing. Some ambiguity also remained regarding the HRBA and its role vis-à-vis the cross-cutting objectives. Overall, there was a call for a more practical policy guidance for implementation and utilization focus as well as deepening the understanding of the role and applicability of HRBA in the different aid modalities, sectors and programmes. Some areas where HRBA was particularly little used were humanitarian aid and private sector instruments.

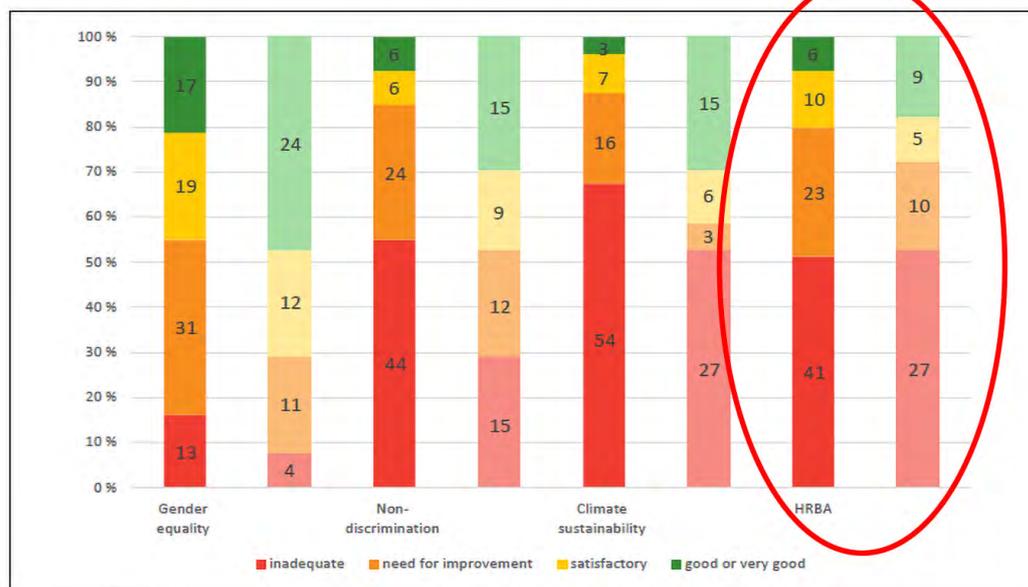
The review also found that the MFA management of development policy and cooperation is a fundamental part of HRBA implementation. The development cooperation practice reform (KeTTU) was suggested as one of the starting points for this evaluation, with its focus on developing internal mechanisms such as compliance with standards and principles.

The ***Metaevaluation of project and programme evaluations in 2017-2020 (2022)*** observed that HRBA is largely not considered by evaluators (51% of evaluations) and thus the interventions' quality in this regard is not assessable. Out of the 80 decentralised evaluation reports analysed, 41 integrated HRBA inadequately, 23 were found in need of improvement, 10 with satisfactory integration and 6 good or very good based on the selected judgement criteria. When compared with the 2018 meta-evaluation, the quality assessments revealed that the appropriate integration of HRBA in the analytical parts of the evaluation reports has decreased. However, there is a slight improvement regarding consideration in the context analyses. The results of the 2022 and 2018 meta-evaluations are not 100 % comparable though.

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<sup>14</sup> *Adapting to Change: Country Strategy Approach in Fragile Contexts* (2020)

**Figure 63: Comparison of recent (n=80) and previous (n=51) metaevaluation findings on CCOs and HRBA**



Source: own analysis of evaluation reports from recent and previous metaevaluations

Reports that mention selected keywords related to HRBA (*HRBA, rights, duty-bearer, rights-holder*). Among these keywords, the term *rights* appears most frequently in evaluation reports, and in 62% (629 reports) of the contexts the word *human* precedes the word *rights*. Annex 13 of the 2022 report gives further details on the integration of HRBA in evaluations.

Another recent evaluation also noted that Finland’s Development Policy Programmes consistently promote the use of HRBAs, although the specific interpretation of the themes has varied over time. It noted that according to the HRBA Guidance note, programmatically, HRBAs are operationalized through relevant aid modalities and partners (multilateral agencies, CSOs, private sector actors, etc.). While all bilateral projects are appraised by the MFA, projects through multilateral partners are not systematically reviewed (though human rights-based approaches are included in multilateral influencing plans). Grants from the Unit for Civil Society (KEO-30) for programme-based assistance require an explicitly human rights-based approach. New guidelines for the Country Strategies, issued in January 2020 indicate that an Annex on HRBAs is under development.<sup>15</sup>

The 2015 evaluation on ***Finland’s Development Policy Programmes from a Results-Based Management Point of View 2003–2013*** established that the three development policy programmes reviewed display consistency in adhering to the principles of human rights. Concepts such as “gender equality”, “women’s rights” and the link to the human rights-based approach were found complex and difficult to mainstream and operationalize. Similarly, the guidance on country programming was considered generally useful but not concrete enough to inform operations, for instance in Tanzania country programming.

<sup>15</sup> Adapting to Change: Country Strategy Approach in Fragile Contexts (2020)



***Evaluation of the Results-based Approach in Finnish Development Co-operation*** (2011) found that 12 of 17 reviewed projects rated unsatisfactory or highly unsatisfactory on the extent to which indicators on cross-cutting themes were included that monitored.

For other previous evaluations and other assessments, see Annex 2.

### **Some current and timely issues**

EVA-11 conducted preliminary consultations for informing this concept note. This section presents some relevant highlights and issues that are timely, from the perspectives of different actors, for the purpose of describing the evaluand and informing the evaluation team on the background of this evaluation.

While the implementation of HRBA has improved, challenges remain. The efforts to improve the operationalization of HRBA have included regular training sessions during the development policy and cooperation trainings as well as tailored training and consultations to various partners and MFA staff. Also informal tools have been developed, but these have not been systematically put into practice. Other ongoing reforms have played a role in this, including the updating of the guidelines of the cross-cutting objectives and the KeTTU process. In order to respond to the challenges related to the potential links and overlaps with the cross-cutting objectives, the updating of the guidelines of the cross-cutting objectives has been closely linked with HRBA guidance. Furthermore, during the KeTTU process, the programmatic phases of various funding modalities have been reviewed to identify where HRBA application would need to be better integrated in existing guidance and tools.

Some suggestions to develop additional operational guidelines for the application have been made as well as changes to the levels of ambition. However, this work would benefit from a more in-depth understanding of the challenges pertaining to each of the cooperation instruments/channels and at different levels of implementation. While there is specific intent in this evaluation to look at variations across the cooperation instruments, it is also important to analyse the whole from a strategic point of view, with reflection on the overall policy objectives and strategic guidance. The Ministry is heavily built around cooperation instruments, and it is important that this evaluation contributes to overcoming resulting silos.

Similarly, a deeper understanding of the situation pertaining to the levels of ambition, and the current typology, would help update the HRBA guidelines and consider the levels of ambition in an informed manner. As the objective is to have more and more interventions in the progressive and transformative categories, a deeper understanding would be needed of the practical implications needed to achieve this objective. What are the specifically challenging areas in need for enhanced guidance? How far do we need to streamline and codify the various levels of ambition and the various tools? There is currently insufficient knowledge about the skills and knowledge of staff in relation to HRBA, including which aspects of HRBA have been easier or more difficult for staff to internalize.

The terminology may not always be shared by all partners, such as the private sector actors, and there may be parallel terminology applied, such as, for instance, the UN guiding principles of business and human rights and the IFC performance standards. Many of the standards and approaches are developed at the international level, such as the resilience-based approach by UNDP. How important is it to use the exact terminology of HRBA? And if not, how far can we stretch the interpretation without diluting the focus on advancing human rights? Where does corporate



responsibility land, for instance? How to get companies more involved, what would be their added value and what would be a sufficient level of ambition for them?

There has been a long-standing discussion on what the linkages are between HRBA as a cross-cutting approach and the cross-cutting objectives, the latter of which include overlapping concepts of gender equality and non-discrimination. Various (potentially competing) analyses are being conducted, such as on the cross-cutting objectives, conflict sensitivity analysis, power analysis and political economic analysis, without necessarily being linked to HRBA, and it is often not clear how these overlap and complement each other, and how the other analyses would need to be adapted to ensure that HRBA is sufficiently reflected.

The Ministry's risk management policy for development cooperation became effective in June 2021. It defines the general objectives, principles and responsibilities of the Ministry's risk management and complements the overall risk management policy of the Ministry. There has also been discussion of the extent to which risk management is linked to HRBA in practice. Some members of staff recognise the linkage and its importance, but it remains unclear how issues such as reputational risks to Finland or 'Do no harm' addressed. Of interest is also the question whether there any 'red lines' where the risks to human rights are seen as too big in relation to the potential gains and if yes, what examples may exist from which lessons can be drawn. For example, are there cases where the Ministry has been willing to decline funding if the criteria are not met in practice? At the same time, what would be enough in terms of risk management without going too far and stretching the limited resources too much? It needs to be remembered that effectiveness in high-risk operational contexts is very challenging to obtain, and the risks are considerable.

The different cooperation instruments also entail different types of risks. A new version of the MFA MIS (U-AHA) that is currently under development now covers a risk management plan for various interventions. This plan entails, among others, a checklist with one item titled "the risk assessment of cross-cutting objectives has been done". This is now the first time that risk management is incorporated in a harmonized electronic and manner for all interventions. The practice is still to be rolled out.

An often-heard argument for non-application of HRBA in fragile contexts is that some contexts human rights are too sensitive or political or difficult to advance due to non-existence of relevant/legitimate state institutions or the lack of state capacity. This argument would need to be further explored to find out whether there are cases or contexts where the full application of HRBA is difficult or impossible, and which would those be? Are there (typical) aspects of HRBA where compromises were made, and which are those?

Some operating contexts and programming areas are dominated by interventions based on needs-based philanthropy and aid. What is the starting point, and are the expectations between the context and level of ambition realistic, for instance when advancing the rights of persons with disabilities? The level of resistance to human rights issue might also vary across the different levels in a country. If there are several constraints included, what are the reasons for limited HRBA implementation and not being able to "graduate" to the next level of ambition? How to consider the fact that what is stated on paper is not always the best way to implement in practice? In some contexts, actions categorised as transformative, such as changes in legislation, might even be easier than other actions on operational levels where deep-seated attitudes may need to change, and local vested interests confronted.

At the same time, some express the need for a shared understanding and levels of ambition across the Ministry, even though the 2015 guidelines have been perceived useful and clear. What variety,



for instance, is entailed in the level of “HRBA sensitive” in practice as the minimum level for funding? Is the Ministry willing to decline funding if the criteria are not met in practice? Similarly, what are the types of action and quality that specify active participation by rights-holders? What is the (political) level of ambition, is it always to be transformative? At the same time, it is difficult to anticipate the (realistic) scope of change during the planning stage of an intervention, and changes pertaining to one single actor can sometimes have a broad impact on human rights.

The evaluation should remain cognisant of how the level of control or influence the MFA can exercise over HRBA varies across its partners. Opportunities to ensure application of HRBA in bilateral projects may be greater compared with allocating funding to large multilateral organisations. Some of the limitations might include Finland’s influencing power and the internal regulations within a given multilateral organisation. One aspect for consideration is how the HRBA can support policy dialogue and influencing towards national governments and their international obligations as well as how to link HRBA to the human rights work being done at country level. The evaluation should contribute to building an understanding within the MFA that HRBA is not about technical nitty gritty but also looks at its broader significance and policy influence at country level. Some staff members suggest the need for critical self-reflection by the Ministry based on the results of this evaluation, yet retaining the appetite for advancing HRBA in the future.

## 4. Scope

### Temporal scope

Contrary to what the 2018 evaluability review suggested, this evaluation will not take a long temporal scope running from 2012-2018. The need at the time of commissioning this evaluation is more to achieve a good, current snapshot of HRBA in the different cooperation modalities in order to inform further guidance at the time of initiating this evaluation. The temporal scope of 2019-2021 coincides well with the current government term and its objectives, as well as looking onwards from the situation described in the 2018 evaluability assessment in order to see whether any progress has taken place.

It should be noted, however, that the temporal scope refers to funding decisions made, not to project or programme cycles. Many of the interventions included in the list of funding decisions may be a continuation of an ongoing project, and the results that incur may be of a long-term nature. Furthermore, many of the intervention may have only recently begun implementation, and evidence may therefore focus more on planning than effectiveness in implementation during phase 2 of this evaluation.

### Concepts to be included

For this evaluation, the scope is explicitly on ‘human rights’ as defined by international human rights law. Other types of rights such as rights as defined by national laws<sup>16</sup>, so called ‘basic rights’, or other types of reference to this theme will not be considered if they do not have a clear underlying equivalent or reference point to human rights. HRBA has specific reference to the international human rights system as well as the practices and principles that guide the work in the international development policy and cooperation field.

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<sup>16</sup> Some local laws may be in conflict of international law and human rights.



As noted above, the evaluation will focus on HRBA as conceptualised in the Guidance Note, i.e., how HRBA is reflected in objectives, processes and outcomes, underpinned by enhancement of the capacities of rights holders and duty bearers. This includes whether processes and institutional outcomes within the programming are participatory, inclusive and non-discriminatory, and how programming has contributed to the transparency and accountability of duty bearers.

As such, specific references to any groups of people such as women's rights, the rights of the indigenous peoples or persons with disabilities should focus on how HRBA influences (or should influence) attaining these objectives. For example, when analysing programming related to disability inclusion, the evaluation will focus on if and how efforts reflect a HRBA perspective (as opposed to a 'medical', charity or needs based perspective). When analysing gender equality, the evaluation will look at if and how the interventions have sought to address power relations that enable or constrain participation of rights holders and accountability of duty bearers.

Furthermore, the evaluation will explore and take note of the so-called "grey area" with limited linkages to explicit human rights but that could still be interpreted to advance human rights, include it in the analyses and consider the various implications for implementation and effectiveness. Further specifications will be done during the evaluation process.

## Cooperation channels and instruments to be included

A cross-section of different cooperation instruments will be taken using the 2019-2021 funding decisions. For phase 1, the aim is to include all cooperation instruments to the extent possible. For phase 2, the analysis will similarly look at these various cooperation instruments separately and overall. If country cases are conducted during phase 2, the selection of countries will seek to encompass a broad range of the cooperation instruments, to the extent possible.

The cooperation instruments to be included:

- Bilateral support (including budget and sector support, country programming, bi-projects)
- Multilateral support (including core funding, multi-bi projects in country programmes, multilateral thematic funding, IFIs, trust funds)
- Civil society instruments
  - Programme and project-based instruments
  - INGO support (core support and project funding)
- Institutional Cooperation Instrument (ICI)
- Funds for Local Cooperation (FLC) (embassies)
- Private sector instruments and development policy investments (Finnpartnership, Finnfund, PIF, Devplat, NDF and Nefco), including country strategies if at all.

## Users

In addition to the primary users in the Ministry, the Development Policy Committee may utilise the evaluation results in its so-called Anchor theme 2: Realisation of the human rights-based approach, equality and non-discrimination in Finland's development policy. Similarly, different partners, actors and stakeholders are likely to find the results useful.



## Limits to the scope

Even though human rights are also advanced through the work of other Ministries than the Ministry for Foreign Affairs of Finland, this evaluation will only focus on the work by the latter, and specifically from the development policy and cooperation point of view. However, it is acknowledged that development policy and cooperation are part and parcel of broader foreign and security policy of Finland.

As the information needs specifically relate to the implementation aspect of the various interventions and cooperation instruments, as well as the need to further guide that process in the future, the focus will be on that. This is to say, examining HRBA in evaluations are left outside of the scope of this evaluation in the data science component. This is to avoid duplicating the already existing vast information on the subject. The integration of HRBA in evaluations was explored in a recent meta-evaluation on decentralized evaluations. Likewise, there is a wealth of knowledge on the challenges of HRBA as demonstrated by numerous evaluations (see other sections of this concept note). EVA-11 has also recently issued a technical guidance note on how to address human rights in evaluation processes and design these better. Evaluation reports will, however, be used for triangulation of evidence and overall analysis in this evaluation.

Humanitarian aid will be left outside the scope of this evaluation. This is due to the fact that humanitarian interventions are needs-based and guided first and foremost by the international humanitarian law, international human rights treaties, refugee law, and the principles endorsed by the UN.

As noted above, this evaluation will not cover the Ministry's cross-cutting objectives as explicit issues in their own right, nor the broader issue of the relationship between them and HRBA. However, it is recognised that there is an overlap between guidance related to HRBA and the cross-cutting objectives, wherein theories of change are frequently intertwined. The evaluation will seek to highlight the specific value of application of a HRBA lens when pursuing cross-cutting objectives. The evaluability review noted that HRBA can be used to sharpen the prioritisation and foci of cross-cutting efforts, e.g., in addressing the root causes of poverty and discrimination, and it will be within the evaluation scope to analyse if and how this specific value has been realised.

Policy dialogue and influencing that furthers Finnish development policy objectives will not be covered as a separate standalone issue. However, if/when contributions from this dialogue arise from the evidence are being used under any of the various cooperation instruments as one of the key means to drive HRBA in the intervention/activity, it will be included in this evaluation. The extent of using policy dialogue and influencing is likely to vary across the different cooperation instruments.

The Ministry's engagement with the EU development policy and collaboration will be left outside this evaluation. Moreover, interventions that relate to development communications or global education will be excluded. There are other evaluations on-going or under preparation related to these topics.

EVA-11 will commission another evaluation on Finland's climate funding, and although some of the instruments covered under this evaluation may include such interventions, a specific focus on this will be excluded.

Finally, the evaluability assessment highlighted how terminology describing the links between HRBA and Finnish development cooperation policy has varied over time and across the different instruments. It was also noted that HRBA may be framed differently in different contexts, e.g., in the emphasis on 'gender equality and social inclusion (GESI)' rather than HRBA per se in Nepal. The evaluation should consider how these different 'lexicons' may have influenced application of HRBA, while also recognising that different terms may refer to similar concepts and principles.



The role of semantics may therefore be considered, primarily in relation to EQ1, but it will not be a major focus. An acceptance of the different HRBA lexicons will be important to generate ownership for the evaluation among stakeholders who may be actively engaged in de facto HRBA relevant efforts, even if they are not labelled as such. This will be an important aspect of triangulating analysis from the data science component, which may not be able to fully capture these semantic differences, with additional data from other parts of the evaluation.

## 5. Evaluation Questions

The preliminary evaluation questions and issues to be assessed are:

### **EQ1: How and to what extent has the Human Rights-Based Approach been applied in the planning, implementation, monitoring and reporting of development cooperation funded by the Ministry?**

- 1.1 To what extent do interventions meet the criteria for the level of ambition identified during the planning stage in practice according to evidence? (DS component: Present evidence and compare MFA classification with the results from document text mining)
- 1.2. To what extent have the interventions delivered at the level of ambition of the initial HRBA marker identified at the beginning, as evidenced by documents? (DS component: Present evidence and compare with the results from 1.1)

For 1.1 and 1.2, also take note of, catalogue and describe the “grey area” cases where the formal HRBA criteria as defined in the markers may not seem to apply but could be considered to fulfil any of the set levels of ambition for HRBA.

The evidence to respond to this evaluation question will be based on data science techniques, particularly for 1.1 and 1.2. However, the answer to the overall evaluation question will draw from other streams of evidence too.

### **EQ2: What have been the specific effects and value in actual terms of using the Human Rights-Based Approach for the effectiveness of various interventions, more transformative changes and ultimately for the realization of human rights and development policy objectives?**

- 2.1 To what extent have the various cooperation instruments delivered on their intended role in the operationalization of the HRBA, e.g., as stated in the guidance note (Part II)?
- 2.2 How have these become enhanced by the application of the HRBA (vs. other approaches)?
  - Enhanced capacities for rights-holders, duty-bearers and other responsible actors?
  - Inclusive, participatory and non-discriminatory development processes which are transparent and enhance accountability?
  - Realization of human rights as a development result?



Include successful results and their levels of ambition obtained from the different cooperation instruments.

- 2.3 What have been the enabling factors and challenges for the Ministry in operationalising the HRBA, and to its effectiveness? (Analyse by the various instruments, by various organisational levels, by various levels of ambition, various operational contexts and the five policy priority areas)?
- 2.4 Which of the best practices available at the international level on HRBA implementation could the Ministry consider adopting, considering the findings from 2.3?

### **EQ3: How is the HRBA interacting with risk management of development cooperation interventions?**

- 3.1 To what extent has the HRBA been integrated into the understanding of risks and risk management of interventions? What have been the implications of non/integration for the implementation and effectiveness of the HRBA (e.g., frequent areas of compromise)?
- 3.2 Has using the HRBA increased any risks to the achievement of the objectives of the intervention? If yes, how have these risks been managed and mitigated?

## **6. Approach and Methodology**

The overall approach of the evaluation will be to apply contribution analysis to develop an understanding of the specific value, i.e., the contribution, of HRBA to development cooperation planning and practice. This will be combined with a realist approach that seeks to understand what development practitioners have found possible to apply through different instruments and in different contexts and sectors.

The evaluation process and methods will reflect human rights principles in the following manner:

- The evaluation will enable the voice of rights-holders, ensuring that their perspectives regarding if and how HRBA contributes to their efforts to hold duty bearers to account.
- The evaluation will critically assess who is enabled to participate and engage in the evaluation process, with active attention to potential for discrimination among different categories of rights-holders.
- Through a utilisation-based approach the evaluation will seek to develop the capacities of rights holders and Finnish development cooperation to act in a more accountable and transparent manner towards vulnerable and marginalised rights-holders.
- The make-up of the team will be non-discriminatory in relation to gender and different physical abilities.

The foreseen approach to executing this evaluation will be modular.



**Phase One: Data Science Component** entails a standalone mapping assessment of the status quo of the HRBA integration in the various cooperation instruments. This phase is envisaged to use data science techniques (rule-based thematic analysis) to provide analysis and one stream of evidence on EQ1. The results from this analysis will be published separately at this stage. The initial findings of the rule-based thematic analysis will also be used for the finalisation of the inception report, for further informing the sample/focus for e.g., KIIs and as a basis for answering EQ1 during phase two.

Separate ToR are compiled for the data science component. These will be finalised in collaboration with EVA-11, the evaluation team and EMS II.

**Inception planning and report:** Parallel to the data science component, the evaluation team embarks on conducting various background analysis and desk review exercises, and prepares the inception report. The inception report will also describe the overall plan to answer the full set of evaluation questions.

**Phase Two** entails the actual execution of the evaluation activities, deepening especially the **qualitative understanding** on the evaluand, and answering the EQs. It also entails the overall analysis that results in findings, conclusions and recommendations based on all evidence streams and on all EQs.

The evaluation is to use a **mixed methods approach**. The methodology will entail a quantitative analysis based on data science techniques and others, as well as qualitative methods. The evaluation is also expected to use both primary and secondary sources of information, and ensure sound triangulation. Other sources of quantitative data may also be used during phase 2, such as surveys, where needed.

Any possible sampling, case country selection or similar for phase 2 should be informed by findings from phase 1 of this evaluation.

The overall methodology is expected to cater for adequate depth, nuances and relative differences between and across the different cooperation instruments, contextual settings and organisational structures in which the HRBA is implemented. The methodology should cater for taking into account the existing levels of human rights situation in any potential case countries and examine the relative changes.

The evaluation is expected to provide *new* information that goes beyond on the vast array of existing analyses, avoiding repetition. Similarly, the methodology is to be designed in a way that provides practical recommendations at an overall strategic level as well as at the levels of cooperation instruments and organisational entities that implement HRBA in the Ministry.

The team is invited to propose alternative methods in their inception report. Any need for travel or in-country missions will be determined during the inception phase.

Furthermore, the evaluation is to incorporate elements of a human rights-based evaluation (HRBE), in order to maximise compliance with human rights standards and principles as far as possible in the evaluation process and methodology. The approach to this should be described in the inception report.



Finally, the methodology will be designed cognisant of the need to apply ‘do no harm’ principles, i.e., recognising the sensitivity that exists surrounding human rights-based terminology. In this regard, the approach should recognise that discourses and theories of change will be framed differently in different countries, cultures and sectors. The evaluation team should thus develop appropriate means to explore application of HRBA principles even where these principles are not explicit due to prevailing sensitivities.

The final methodology will be specified during the inception phase together with the evaluation team and approved by the Ministry.

## 7. Risk Management

Special care will be taken by the evaluation team during the course of this evaluation to monitor and avert any risks related to this assignment.

The most prominent risks foreseen at the time of finalising these ToR are:

RISK	POTENTIAL MITIGATION MEASURES
Weak engagement among actors who lack commitments to HRBA	Listening approach that recognises and respects how approaches to HRBA may vary across different instruments, intervention areas and contexts
Suspicious that HRBA may compete with or undermine efforts to achieve outputs due to sensitivities around human rights, and thus hesitation about being evaluated against standard ambition levels	Use of a ‘Do No Harm’ approach wherein risks related to sensitive terminologies are explored and addressed
Weak ownership among partners who are unaware of Finland’s human rights commitments or ignorant regarding the definition and scope of HRBA	Iterative approaches will be designed to gradually bring stakeholders into the evaluation based on an emerging understanding of the specific values of HRBA in programming
Differences in terminology may make it difficult to compare programming across different instruments, contexts and programming areas	Triangulation between quantitative and qualitative data to capture semantic differences
Limits to generalisation from a limited number of diverse case studies	Case studies will be used to identify and illustrate factors, while also highlighting the importance of context in assessing understanding and application of HRBA

The risks and their management will be further elaborated in the inception report.

## 8. Evaluation Process, Timeline and Deliverables

The evaluation will take place during 2022/2023. It began with initial consultations on various information needs by the Ministry in late spring 2022. A concept note was compiled by EVA-11 based on the consultations and review of relevant documents.



The tentative timeline is:

Design phase:

- Draft ToR (end of August 2022)
- Final ToR and selection of evaluation team (end of September 2022)

Phase 1 (Service order 2.1)

- Kick-off meeting with RG (mid-October 2022)
- Working in close collaboration with the data science component for informing the draft inception report as agreed by the evaluation management team (October-November 2022)
- Some preliminary interviews with KII, to e.g. inform the evaluation design and verify the understanding of instrument-specific roles for HRBA (tbc)
- Draft Inception Report, in addition to the regular elements description of the purpose, role and characteristics of HRBA in each of the cooperation instruments as a basis for implementation phase (mid-January 2023)
- Inception meeting (3<sup>rd</sup> week of January 2023)
- A presentation on the findings of the data science component (January 2023)
- Final inception report (end of January 2023)

Phase 2 (Service order 2.2-2.4)

- Draft deliverables as agreed
- FCR workshop (all EQs) (May 2023)
- Draft final report (end of July/beginning of August) (main report and annexes)
- Final evaluation report, approved by the Ministry (mid-September 2023)
- Public presentation as agreed (October 2023)

The inception component of Phase 1 will include an evaluation of the availability and accessibility of relevant documentation, preparation of an overview of best practice in application of HRBA, development of the approach and methodology, undertaking a sampling process for the case studies and/or any surveys, and analysis and contributions to the rule-based thematic analysis. The last will largely involve providing a 'sounding board' for the team undertaking the rule-based thematic analysis to refine algorithms and interpretation of labels, with emphasis on the 'grey areas'. This will also feed into the inception analysis of how the two components can provide complementary analyses and where the evaluation should undertake deeper qualitative analyses. The evaluation team may undertake some KIIs as part of stakeholder and scoping analysis. A small survey may also be undertaken if deemed appropriate. Decisions regarding the use of tools such as surveys will be made as part of the inception process. This will provide the basis for a comprehensive desk review, semi-structured interviews, case studies and other data collection during the implementation phase.



The (draft and final) inception report will include the evaluation plan and initial desk study. The inception report will include the following sections: background and context; initial desk study findings, including the instrument-specific descriptions of the intended HRBA application and role; further development of the analytical framework; description of the sampling process and conclusions; finalisation of the methodology and summarised in an evaluation matrix including evaluation questions/sub-questions, judgment criteria, methods for data collection and analysis; final work plan and division of work between team members; tentative table of contents of the final report; possible data gaps; tentative implementation plan for case studies and stakeholder consultations with a clear division of work (participation, interview questions/guides/checklists, preliminary list of stakeholders and organisations to be contacted); communication and dissemination plan; analysis of risks and limitations and their mitigation; and budget. The structure of the final evaluation report and annexes or additional volumes will be agreed upon in the Inception meeting.

Phase 2 (the main implementation phase) Data collection methods for Phase 2 will be designed during the inception period. They will be mixed and are likely to include case studies looking at diverse contexts, one or more e-surveys, deep dive document review to complement the finding from the data science component, and semi-structured KIIs with both stakeholders and outside observers with knowledge of how HRBA has been applied in Finland's development cooperation. At the end of the implementation phase, a Preliminary Findings Workshop will be conducted in Helsinki with key stakeholders to validate and align with the utilisation-focused approach of the evaluation. The final report (draft final and final versions) and the methodological note will be reviewed by the quality assurance expert. Proposals for other potential deliverables, such as policy briefs, etc. will be developed as part of the inception component.

The final report will include an abstract and summary (including table on main findings, conclusions, and recommendations) in Finnish, Swedish, and English. The final report will be delivered in Word format (Microsoft Word 2010) with all the tables and pictures also separately in their original formats. The revised reports have to be accompanied by a table of received comments and responses to them. In addition, the MFA requires access to the evaluation team's tools, data sets, or interim evidence documents, e.g., completed matrices, although it is not expected that these should be of publishable quality. The MFA treats these documents as confidential if needed.

Each deliverable is subject to specific approval. The evaluation team can move to the next phase only after receiving a written statement of acceptance by the MFA.

In addition to written deliverables, the Team Leader and the evaluation team are expected to participate in workshops and give oral presentations, often supported by PowerPoint slides. Should the COVID-19 situation allow, the public presentation of evaluation results will be held in Helsinki, with evaluation team members present. In addition, the Team Leader and other team members will give a short presentation of the findings in a public Webinar. This presentation can be delivered from distance. In the event of continued travel restrictions, these two presentation events may be combined.

The Consultant is expected to provide agreed visual materials. The inception phase is expected to include a review of the existing documentation, further consultations and possibly some initial collection of primary data, to support the final definition of evaluation design and methodology, scope, sampling and/or case study selections.

The evaluation results will be published in the autumn of 2023.



## 9. Expertise Required

Besides complying with the requirements mentioned in the framework agreement for Evaluation Management Services contract (2020), the team of experts should demonstrate the following:

### **General** for the team:

The evaluation team should consist of international and national experts. One expert shall be nominated as the Team Leader. The general expertise requirements for the team members are:

- Experience in evaluating the Human-rights based approach in development policy and cooperation
- A comprehensive understanding of human rights, the human rights-based approach and their significance in international relations, particularly in development policy and cooperation
- Experience in centralized, policy level evaluations in development policy and cooperation, with a strategic focus.
- Knowledge of/familiarity with Finland's development policy and cooperation, including channels and cooperation instruments.
- Readiness to use a variety of evaluation methods (e.g. data science tools, surveys, KIIs, FGDs, participatory methods etc.) as well as readiness and availability to disseminate the evaluation results and recommendations in the way that it supports managing and learning of the Ministry's staff and management.
- Conflict sensitivity, contextual awareness and risk management skills.
- Understanding and use of evaluation ethics, particularly information security, anonymity and 'do no harm' to participants
- Familiarity with Results based management (RBM) and measuring development results.
- Understanding of Finland's cross-cutting objectives.
- Good command of the Finnish language due to some limitations in documentation.
- Should be flexible, available as well as able to commit and allocate sufficient amount of time to the entire evaluation process, including when faced with unexpected changes and experimentation during Phase 1 iteration.

### **For Team Leader** additionally:

- Proven expertise on team leadership combined with thematic expertise on evaluating HRBA.



**The prospective expertise needed for the evaluation team (excluding the data science component):**

Design phase (Service order 1):

- Team leader

**Inception phase** (Service order 2.1/Phase 1 of the modular approach):

Review of instrument-specific objectives and role on HRBA, review of international best practice for HRBA implementation and finalisation of inception report:

- Team Leader
- 2-3 Senior evaluators
- 1 Emerging evaluator

**Implementation and reporting phase** (Service order 2.2-2.3/Phase 2 of the modular approach):

- Team Leader
- 2-3 Senior evaluators
- 3 country evaluators
- 1 Emerging evaluator
- Research assistants

Presentation of results

- Team Leader
- 2-3 Senior evaluators
- 3 country evaluators
- 1 Emerging evaluator

The final team composition will be agreed based on the inception report.

## **10. Management of the Evaluation**

The evaluation is commissioned by the EVA-11. The Evaluation Manager of EVA-11 will be responsible for the overall management of the process. The Evaluation Manager will work closely with other units/departments of the MFA and other stakeholders in Finland and abroad.

This evaluation is managed through the EMS, and it will be conducted by an independent evaluation team recruited by the EMS service provider (Particip GmbH – Niras Finland Oy).



There will be one Management Team responsible for the overall coordination of the evaluation. This consists of the EVA-11 Evaluation Manager, the Team Leader, and the EMS Service Coordinator and/or Deputy Service Coordinator (EMSC&D).

A reference group for the evaluation will be established and chaired by the Evaluation Manager. The reference group is constituted to facilitate the participation of relevant stakeholders in the design and scoping of the evaluation, informing others about the progress of the evaluation, raising awareness of the different information needs, quality assurance throughout the process, and using and disseminating the evaluation results.

The mandate of the reference group is to provide quality assurance, advisory support, and inputs to the evaluation, e.g., through participating in the planning of the evaluation and commenting on deliverables of the Consultant. The reference group is critical in guaranteeing transparency, accountability, and credibility, as well as the use of the evaluation and validating the results.

The Team Leader will manage the evaluation team. This requires careful planning to ensure that a common, consistent approach is used to achieve comparability of the data gathered and the approach used in the analysis.

The Team Leader will develop a set of clear protocols for the team to use and will convene regular online team meetings to discuss the approach. Particular attention should be paid to strong inter-team coordination and information sharing within the team during the process.

The evaluation team is responsible for identifying relevant stakeholders to be interviewed and organising the interviews. The MFA and embassies will not organize these interviews or meetings on behalf of the evaluation team, but will assist in identifying people and organisations to be included in the evaluation.

## **11. Budget**

The estimated maximum budget for this evaluation is 520 000 Euros (subject to further specifications on the scope and approach), including contingency but excluding possible outsourcing of data science expertise. Services related to the use of data science will be included in the evaluation costs as reimbursable and the related proposal, including the budget breakdown of the sub-contracted part, will be approved separately by EVA-11.

## **12. Mandate**

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organisations. However, it is not authorised to make any commitments on behalf of the Government of Finland or the Ministry. The evaluation team does not represent the Ministry for Foreign Affairs of Finland in any capacity.

All intellectual property rights to the result of the Service referred to in the Contract will be the exclusive property of the Ministry, including the right to make modifications and hand over material to a third party. The Ministry may publish the result under Creative Commons license to promote openness and public use of evaluation results.



### 13. Authorisation

Antero Klemola  
 Director,  
 Development Evaluation Unit  
 Ministry for Foreign Affairs of Finland

#### ANNEX 1: Levels of ambition HRBA

The descriptions on the levels of ambition based on “2015 HRBA Guidelines” and AHA-kyt marker descriptions (to be translated later). Will later be used for specifying the labels for the rules-based analysis as well as by the evaluation team to form judgement criteria and evidence matrix for their further context analysis:

LEVEL OF AMBITION	2015 HRBA GUIDELINES	DESCRIPTION FOR AHA-KYT MAKERS
<b>Human rights blind</b>	The development intervention is ignorant of human rights and the risk of unintentional harmful effects has not been assessed.	<b>Ihmisoikeussokea - interventio ei huomioi ihmisoikeuksia</b> Interventiossa ei huomioida ihmisoikeuksia: toimintaympäristön ihmisoikeustilannetta ja intervention mahdollisia kielteisiä ihmisoikeusvaikutuksia ei ole arvioitu.
<b>Human rights sensitive</b>	<b>Human rights sensitive – application of human rights as a process</b> Human rights principles guide the programming, implementation, monitoring and evaluation of the intervention. A basic human rights assessment has been carried out in order to be sufficiently aware of the human rights situation. This is done to avoid unintentional negative effects on the enjoyment of human rights and to ensure that the intervention does not contribute to discriminatory structures, norms and practices. The intervention does not have an explicit commitment to human rights in terms of expected results. Elements related to capacity development or advocacy may be included in the intervention.	<b>Ihmisoikeussensitiivinen – interventio huomioi ihmisoikeudet osana intervention prosesseja</b> Ihmisoikeusperiaatteet ohjaavat intervention suunnittelua, toimeenpanoa, seuranta ja arviointia. Ihmisoikeustilanteesta on tehty arvio sen varmistamiseksi ettei interventio suoraan tai välillisesti luokkaa ihmisoikeuksia, eikä edistä tai vahvista syrjintää ylläpitäviä rakenteita, normeja tai käytäntöjä. Intervention eksplisiittisenä tavoitteena ei ole ihmisoikeuksien edistäminen. Interventiossa voi olla tavoitteita, jotka liittyvät oikeudenhaltijoiden tai vastuunkantajien kapasiteetin vahvistamiseen. Intervention toimintoihin voi sisältyä vaikuttamistyötä.



LEVEL OF AMBITION	2015 HRBA GUIDELINES	DESCRIPTION FOR AHA-KYT MAKERS
<p><b>Human rights progressive</b></p>	<p><b>Human rights progressive – application of human rights as a process and partial integration as expected results</b></p> <p>The development intervention adheres to human rights principles in its processes and includes expected results that further the respect, protection or fulfilment of human rights. The needs, concerns and capacity of different duty-bearers and right-holders – especially vulnerable groups – are addressed in the project activities and expected results. Disaggregated data is systematically used and analysed when planning and monitoring the interventions and their results. However, root causes in legislation customs, norms and practices might be unattended to by the intervention. Elements of capacity development or advocacy may be included in the intervention.</p>	<p><b>Ihmisoikeusprogressiivinen – interventio edistää ihmisoikeuksia osana sen tulostavoitteita</b></p> <p>Intervention prosessit noudattavat ihmisoikeusperiaatteita ja intervention tulostavoitteena on 'outcome' ja 'impact' tasoilla edistää tiettyjen ihmisoikeuksien toteutumista ja vahvistaa näiden kunnioitusta ja suojaa. Intervention toiminnot ja odotetut tulokset on suunniteltu vastaamaan eri vastuunkantajien ja oikeudenhaltijoiden tarpeita ja kapasiteettivajeita, erityisesti haavoittuvassa asemassa olevien ryhmien osalta. Eriteltyä tietoa käytetään ja analysoidaan systemaattisesti intervention suunnittelussa ja tulosten seurannassa. Interventiolla ei kuitenkaan pyritä kokonaisvaltaisesti puuttumaan ihmisoikeushaasteiden taustalla vaikuttavaan lainsäädäntöön, normeihin, tapakulttuuriin ja käytäntöihin. Interventiossa voi olla tavoitteita, jotka liittyvät kapasiteetin vahvistamiseen tai vaikuttamistyöhön.</p>
<p><b>Human rights transformative</b> (Incl. so called human rights interventions)</p>	<p><b>Human rights transformative – application of human rights as a process and full integration in terms of expected results, with explicit focus on capacity development and advocacy work</b></p> <p>The development intervention actively seeks to transform societies and eliminate discrimination by addressing root causes in legislation, customs, norms and practices, in line with human rights standards and principles. Human rights guide the identification of expected results. Determined action is directed towards capacity development and advocacy. Accountability is emphasised as programming is explicitly framed in terms of rights and obligations. The development intervention is coupled with a strategic policy dialogue on specific human rights concerns relevant to the intervention.</p>	<p><b>Ihmisoikeustransformatiivinen – intervention tulostavoitteena on edistää ihmisoikeuksia ja vaikuttaa ihmisoikeushaasteiden juurisyihin</b></p> <p>Intervention tulostavoitteena 'outcome' ja 'impact' tasoilla pyritään saamaan aikaan sellaisia yhteiskunnallisia muutoksia, joilla edistetään ihmisoikeuksien toteutumista ja poistetaan syrjiviä lainsäädäntöjä ja normeja, sekä muutetaan käytäntöjä ja tapoja, jotka estävät ihmisoikeuksien täysmääräisen toteutumisen. Ihmisoikeudet ohjaavat intervention prosesseja ja tavoitteiden asettamista. Interventio sisältää myös aktiivista vaikuttamistyötä sekä toimintoja, joiden avulla pyritään tehokkaasti vahvistamaan oikeudenhaltijoiden ja vastuunkantajien omaa kapasiteettia edistää ihmisoikeuksia. Tilivelvollisuutta korostetaan suunnittelussa ja interventiossa on selkeästi määritelty vastuunkantajien velvollisuudet ja oikeudenhaltijoiden oikeudet. Aktiivista ja strategista poliittista vuoropuhelua relevanteista ihmisoikeushaasteista käydään osana interventiota.</p>
<p>Not defined Ei määritelty</p>		<p>HRBA:n tasoksi voidaan valita 'ei määritelty' silloin kun intervention toimintaympäristö ei ole tarkasti määriteltävissä ja näin ihmisoikeustilanteen analyysiä ei voida tehdä. Interventiolla voi myös olla niin välilliset vaikutukset ihmisoikeuksiin, että HRBA tason määrittely ei ole mahdollista tai mielekästä. Tällaisia interventioita voivat olla esimerkiksi erilaiset tekniset koulutukset tai foorumeiden ja kokousten rahoitus sekä yksiköiden suunnittelumäärärahat.</p>



## ANNEX 2: Previous Evaluations and Other Assessments

Below some relevant evaluations and previous assessments that relate to HRBA and Finland's development policy and cooperation (non-exhaustive).

There are several donor countries that have completed or are in the process of evaluating HRBA: Germany (see the link at the end of this document), France and Switzerland (TBC). An evaluation on ESRC-DFID Joint Fund was completed with a rule-based text analysis on gender equality based on project documents.

### Country strategies and geographical

***Adapting for Change: Country Strategy Approach in Fragile Contexts (Synthesis report, 2020)*** similarly established that Finland is 'punching above its weight' as a small donor (interviews) and reflected a widely-held perception of Finland as a principled donor, with a strong stance on HRBAs, gender and non-discrimination. The evaluation looked at five country strategies (Afghanistan, Myanmar, OPt, Somalia and Iraq/Syria) and found that all of them use human rights language of 'duty bearers' and 'rights holders' in their formulations. In addition, they targeting specific groups on a rights basis, covered accountability for human rights violations as well as monitoring and capacity building on human rights. These Country Strategies articulated a strong commitment in a broad sense to HRBAs across all Finland's development co-operation. Finland also prove a consistently strong and principled articular of human rights concerns within its policy dialogue and informal consultations in the five fragile contexts. Programmatically, however, attention to human rights concerns was unsystematic, with specific rights targeted not identified or systematically addressed. Furthermore, the strong commitment to HRBAs within Country Strategies was not consistently reflected in funded assistance.

A desk review of 53 projects for which information was available found partial or comprehensive references to human rights approaches in 27 (51%). This comparatively low level of attention reflects a) the findings of self-assessments for 2018, with 2/4 (Somalia and OPt) providing only 'developing' ratings against human rights criteria and b) the findings of a recent review of HRBA approaches in project and programme evaluations (MFA 2018e), which found that despite the centrality of human rights to Finland's development policy, a majority of projects analysed lacked a clear statement of the human rights considerations that the intervention aims to address, as well as definition of duty bearers and rights (MFA 2018e). The majority of programmes (22 or 81%) with an explicitly human rights approach were implemented by civil society organisations. In some major co-operation programmes, a human rights lens was notably lacking, such as the EU PE-GASE programme in OPt. Moreover, in some of the five contexts, Finnish CSOs are implementing through local partners who may not have mature systems or practices for human rights. This is a particular risk factor for Finland, given its trust-based model of support to implementing partners.

UN agencies and international financial institutions interviewed reported that attention to HRBAs was determined by their organisational mandate, being particularly prominent in UNDP, UNICEF, UNDP and IOM, and determined by safeguards policies within the IFIs, as Finland's own HRBA Guidelines reflect. All implementing partners interviewed stated that Finland raised human rights issues in dialogue with them and pushed strongly for clear strategies for their programming treatment; however, this was framed as a gene.



The evaluation further noted that there is no consistent monitoring on HRBA application. No Finnish partners reported requests or requirements by MFA to report on application of HRBAs generally, other than through Civil Society grant mechanisms; and in fact several Finnish civil society organisations interviewed had conducted extensive trainings on HRBAs themselves. Rather than formally monitoring the operationalization of the HRBA, therefore, Finland relies on its partners to use their own systems and processes to incorporate a human rights approach – an assumption which is not borne out by the findings of this evaluation or other studies (MFA 2018e) but which bears crucial importance for fragile situations, given the increased potential and heightened climate for human rights abuses.

***Evaluation on Development Cooperation carried out by the Department for Russia, Eastern Europe and Central Asia, including the Wider Europe Initiative (WEI) (2021)*** examined the application of the Human Rights Based Approach in planning, implementation, monitoring and evaluation in this region. It found that there is “a well-established and comprehensive set of procedures used by MFA in screening project proposals. The MFA has a firm stance on funding only projects which demonstrate that they are human rights sensitive. However, in those interventions where Finland is a small donor, this is not always possible to ensure –e.g., a representative of one multilateral organisation responded to the survey conducted for this evaluation that application of a human rights based approach is not a requirement within that organisation.” The evaluation also noted that monitoring of the HRBA, as well as gender equality and cross-cutting objectives, has scope to be improved. There is variation across the projects in the portfolios with regard to the extent to which monitoring takes place and gets reported, and in cases they do not get reported on at all.

In terms of coverage of cross-cutting objectives and HRBA during the most recent years has continued to address these priorities both in the form of targeted actions and through mainstreaming. However, the application of HRBA has varied within the portfolio and across phase of the projects. For example, in the Central Asia the rule of law portfolio, the integration of the HRBA is evidenced by the independent evaluation reports. In the case of trade promotion, HRBA is neither presented in the project document nor explicitly referred to in the accompanying project progress reports. No integration of HRBA in ICI-run project implementation was identified. In general, HRBA is afforded strong emphasis at the identification and formulation phases of new projects, but the subsequent implementation and monitoring varies. The evaluation further notes that the MFA would benefit from gender and human rights analyses, which would also guide the projects’ focus and help the projects also to address human rights and gender considerations.

***Evaluation of Finland’s Development Cooperation Country Strategies and Country Strategy Modality (2016)*** that evaluated Ethiopia, Mozambique, Nepal, Tanzania, Vietnam and Zambia. Vietnam was found as the only country in which the evaluation found limited attention to cross-cutting objectives in its strategy. In Ethiopia, Finland was found to have struck an appropriate balance in pursuing the human rights-based approach.

For Kenya, there were no clear guidelines on how to incorporate human rights and cross-cutting issues into project planning and activities at the time of developing the SC (which meant the human rights approach had not been fully operationalised in the Kenyan development cooperation).

In Mozambique the human rights-based approach underpins the core goal of poverty reduction selected in the CS. A focus on social sectors of education, and to some extent agriculture, can be interpreted as aligned to the progressive realization of human rights. Targeted action toward gender equality is evident in Finland’s approach. The CS includes cross-cutting commitments to reducing



inequality in all three result areas. The CS acknowledges the importance of Human Rights-Based Approaches (HRBA), gender, equality and climate sustainability in underpinning the goals and objectives. These commitments are reflected to varying degrees in the actual interventions and are least evident in promoting climate sustainability. The CSM appears to have added little over the DPP in ensuring the integration of human rights and the cross-cutting objectives.

In Nepal, multiple means are used to promote gender and human rights, including targeted interventions, mainstreaming and policy dialogue. Little evidence is available on how social inclusion works in practice and whether discriminatory practices are still applied. For Nepal the MFA should ensure and follow up that the HRBA is applied at all levels of CS implementation and that the objective of meaningful participation is realized. The MFA should ensure that there are sufficient qualified staff available both in the Embassy and in the MFA. Sufficient capacity building relating to the CSM, RBM and HRBA should be provided. The background analysis to justify the target groups did not consider Human Rights issues. The MFA should continue supporting the existing sectors (education and water sectors) and the Rule of Law and Human Rights (RoLHR), with close monitoring of realization of Human Rights in the Finnish-supported interventions.

In Tanzania, the introduction of the CS resulted in a stronger focus on CCOs for a number of projects, e.g. social protection. At the CS level there are no specific targets set for addressing the human rights-based approach (HRBA), gender or climate change. There has been attention to gender in most of the interventions, although not consistently reported. Disability has been targeted through the social protection programme. HRBA has been inconsistently included across the portfolio. Economic, social and cultural rights are meant to be addressed in all CS interventions, but in most cases the effectiveness of this commitment cannot be directly measured. Withdrawal from GBS and the termination of Finnish involvement in the Local Government Reform Programme (before the CS even began) reduced opportunities to affect these issues through policy dialogue. CS implementation has seen convincing commitment to human rights-based approaches, gender equality and the reduction of inequality in society, although the outcomes achieved have not been clearly measured.

For Vietnam, cross-cutting objectives and human rights-based approach have not been consistently addressed with targets and resources in the CS and in project planning and implementation, and hence it is difficult to report contribution. Introduction of the CS itself has not had an impact on addressing cross-cutting objectives.

HRBA and gender were explicitly integrated in the Zambia CS. However, there were no specific targets for addressing the cross-cutting objectives. HRBA has been inconsistently included across the portfolio.

***Evaluation on the Complementarity in Finland's Development Policy and Co-operation (Synthesis, 2014)*** noted that Finland also pursued goals that were not key development objectives for Mozambique and Zambia governments – for example, a human rights-based approach.

## **Multilateral engagement**

***Evaluation of Finnish Development Policy Influencing Activities in Multilateral Organisations (2020)*** confirmed that Finland was considered a defender of human rights and strong supporter of multilateralism, and to possess experience, expertise and credibility in human rights, especially related to gender equality, the rights of persons with disabilities, education, technology and



innovation. Some examples of influencing effects that Finland contributed to were, for instance, the establishment of the Human Rights and Development Trust Fund (HRDTF) and securing reference to human rights principles in the new Environmental and Social Framework for in the World Bank. The evaluation reviewed MFA's reports on Finland's influencing activities on multilateral organisations and noted that about 40% of the reports on addressed HRBA as a topic.

The National Audit Office of Finland (2017) acknowledged that Finland's human rights based approach is evident based on the materials inspected. Human development and advancement of human rights is visible in all development cooperation. The human rights based approach is most clearly demonstrated by emphasizing effectiveness and impact in development cooperation.

***Evaluation on the Complementarity in Finland's Development Policy and Co-operation (Synthesis, 2014)*** found that Finland has been committed to multilateralism and the belief that international norms and development goals on good governance, human rights, gender equality, protection of vulnerable groups and a sustainable development for all need to be promoted and supported. Finland's contributions to international agenda setting, in the context of the UN, the OECD and the EU, are widely recognised, and successfully complement efforts of other countries and development actors. Finland should maintain its engagement with global and regional frameworks and forums (e.g. the UN, OECD and the EU), based on the recognition of Finnish added value and on principles of good governance, human rights, gender and social equality and climate sustainability.

***Multilateral Performance Assessment Network (MOPAN)*** conducts regular assessments on various multilateral organisations funded by Finland. The assessments cover human rights in two key performance indicators: (2.3) Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for human rights including the protection of vulnerable people (those at risk of being "left behind"); and (9.4) results Interventions assessed as having helped improve human rights, including the protection of vulnerable people (those at risk of being "left behind"). The staff at the Ministry follow closely the results of these performance assessments. For instance, the 2019 assessment on UN Women found the organisation to perform up to the standard of highly satisfactory on human rights as part of strategic management but unsatisfactory in terms of achievement of results in human rights.

## **CSO support instruments (project and programme)**

***Evaluation of the Programme-based Support through Finnish Civil Society Organisations III (Synthesis report, 2017)*** concluded that most CSOs seem to broadly align with the key principles of HRBA. However, in most cases the practical application of the HRBA remains still incomplete in a context where the MFA guidance for HRBA (MFA, 2015a) was itself very recent at the time of the evaluation. The MFA should incentivise the CSOs to invest more on the use of robust situational and needs analysis at the planning phase of the development interventions, with the subsequent planning should including a clear roadmap for the application of HRBA. HRBA requires more attention to citizenship development. This is particularly needed to lift human rights from the individual, family and community perspective to the higher level civil society perspective.

***Evaluation on the Complementarity in Finland's Development Policy and Co-operation (Synthesis, 2014)*** noted that Finnish NGO support, as part of Finnish development co-operation, rested on a human rights-based approach, which was not usually prioritised in national development plans of partner governments. The cross-cutting themes of Finnish development policies



were also not always included. Thus, there were divergences of goals between Finnish NGO support and the policies of partner governments in relation to the human rights-based approach and cross-cutting themes, and the role of NGOs in advocacy and strengthening of civil society. Indirectly, most Finnish NGO projects promoted human rights by supporting projects that benefited the vulnerable sections of the population, and therefore helped in reducing inequality. NGO promotion of human rights was challenged by growing restrictions for the NGO operating environment in many developing countries.

## INGO instrument

In the *Review on Human Rights Advocacy of International Non-Governmental Organisations (INGOs) (2020)* emphasis was placed on how INGOs tackle barriers to realization of human rights through advocacy. The review only focused on the INGOs funded by the Human Rights Policy Unit of the Ministry for Foreign Affairs and examined the case countries of Nepal, Myanmar and Tanzania. It found that most INGOs receiving Finnish support are considered to have a high degree of capacity to carry out advocacy. The support to global human rights work outside the priority countries gives Finland insights into a broader range of countries and issues, something which can be useful in various ways. Moreover, many of the INGOs funded by Finland are strongly oriented towards human rights defenders' work. Finland has had human rights defenders as one of its core human rights policy priorities over a long time. The recommendations included, among others, improvements to results reporting and documentation as well as INGO exchange and synergy in order to stimulate synergy and learning on higher-level effects.

## Institutional Cooperation Instrument (ICI)

*Evaluation of ICI Projects in Afghanistan, Bhutan, India, and Nepal (2021)* found that projects did not mainstream the HRBA. The evaluation team did not find evidence of any socio-cultural analysis that could have informed the project design on HRBA, gender equality, and non-discrimination. Only few had a deeper understanding of the HRBA beyond the widely used improvement of gender equality by increasing the participation of women during project implementation. The ones that did show deeper understanding were mainly external partners. The projects can, however, be argued to fulfil minimal human-rights sensitivity criteria. In project design and implementation, these issues were, however, mostly addressed as formalities rather than being mainstreamed, and the evaluation team did not find evidence of socio-cultural analyses that could have informed the project design to this end. The relatively small size of ICI projects and their techno-scientific focus may not leave much room for effectively addressing them, but more could be done to demonstrate that these priorities of Finland's development policy and cooperation have received the scrutiny they deserve. Apart from the second phase of the Afghanistan project, no other project addressed human rights issues in its objectives. The evaluation recommended that the MFA support ICI projects in moving beyond addressing the HRBA, gender equality and nondiscrimination, mostly as formalities that have to be addressed in the project documents. This could be done, for instance, by making available suitable experts to consult intensely with the project teams during project preparation about ways and options to include the HRBA meaningfully into project design.

*Final and ex-post Evaluation of three Institutional Cooperation Projects in Tanzania (2020)* acknowledged that all the projects were designed with human rights, gender equality and the SDGs explicitly in mind (although the emphasis varied among the project documents, progress and completion reports), and all apparently did what they could to make positive and avoid negative



contributions in these areas. Some possible positive effects related to the reduction of conflict between coastal resource user groups, the promotion of inclusive participation in resource governance, help to preventing human rights issues arising from climate chaos.

Similarly, the *Final Evaluation of three institutional cooperation projects in Vietnam (2018)* looked at three institutional cooperation projects in Vietnam with little success. The evaluation noted that the human rights based approach was to be advanced in the region, e.g., by supporting open access to information and creating livelihoods for the poorest and most vulnerable groups. It is also accounted for in trade by emphasizing responsible business. The evaluation found that human rights and reduction of inequalities have mainly been promoted in the support to one project.

*Evaluation on the Complementarity in Finland's Development Policy and Co-operation (Synthesis, 2014)* found that gender equality, good governance, human rights and the rights of vulnerable minorities were considered important, but partner organisations were hesitant to take them on in situations where they lacked political support, resources and/or the necessary expertise.

### Local Cooperation Funds (LCFs)

The evaluation on *Local Cooperation Funds. Role in Institution Building of Civil Society Organisations (2008)* looked at three case countries (Kenya, Nepal, and Nicaragua). The Local Cooperation Fund (LCF) operates as an independent aid instrument since 2000. It combines the three modalities that were previously available for Embassies: small grants, human rights and democracy funds, and cultural fund. The reason for combining them was the simplification of their governance and administration (Norm 8/2000). Basic funding can be provided only when the organisation is invaluable for the development of the country and for monitoring of human rights. The most significant impact has been achieved when the support has been primarily used for human rights, democracy and good governance issues. Combining human rights and advocacy work with action at the local level (e.g. provision of paralegal services) further increases the impact. Linking the human rights, democracy and good governance to the main thematic issues/sectors of other forms of development cooperation has increased its relevance to the overall operations of the Embassy. The information gathered through contacts between Embassy Advisors and partner organisations does also support the work of the Embassy. The evaluation further found that, out of the 22 selected LCF interventions, 20 explicitly target either women, children, disabled or other vulnerable groups. Thematically the same interventions focus on cross-cutting issues of human rights, good governance, disabled and gender equality.

The main focus of the LCF in case study countries is addressing cross-cutting issues and this has been relatively well achieved, although their mainstreaming in overall LCF implementation has not been successful. The Finnish Development Policy requires that the cross-cutting issues are mainstreamed in all development cooperation and not only addressed through separate interventions. Consequently, the number of and budget for bilateral projects in the cross-cutting themes has decreased and the budget of human rights projects supported by LCF is almost equal to that of bilateral human rights projects of Finnish bilateral assistance. LCF has been used to fill this gap particularly related to sensitive human rights issues. In case study countries LCF has a comparative advantage when addressing sensitive human rights, democracy and good governance issues. LCF has been effective in achieving the objectives of addressing the cross-cutting issues of human rights, democracy and good governance of the Finnish Development Policy but in the same time it has partially failed to achieve its main objective of strengthening the civil society. The



focus of LCF strategies varies. In Kenya and Nepal most funding is directed to human rights, good governance and democracy (approx 50% of the portfolio).

Similarly in the region of Eastern Europe and Central Asia, the FLC is regarded as an important aspect of the work of the Unit, not only with regard to its value in development cooperation but also as a means of achieving synergies with Finland's foreign policy priorities as well as maintaining links between Finland as donor and key target communities in the 11 countries covered in the region. A range of FLC projects have addressed pressing, often sensitive challenges. The evaluation recommended introducing measures to mainstream civil society partners in the programmatic activities of the development cooperation portfolios of Finland by building on the strong track record established by the FLC instrument in the region. (*Evaluation on Development Cooperation carried out by the Department for Russia, Eastern Europe and Central Asia, including the Wider Europe Initiative (WEI) (2021)*)

*Evaluation on the Complementarity in Finland's Development Policy and Co-operation (Synthesis, 2014)* NGO complementarity with the local NGO communities in relation to support for human rights and an enabling NGO environment was mainly confined to and materialized through the LCF support.

### Private sector instruments

*Evaluation on the Transition Process of Finnish-Vietnamese Cooperation in 2008–2020 (2021)* established that the Finnish cross-cutting objectives and human-rights-based approach (HRBA) have experienced gradual changes over time. The HRBA has not always been fully understood and integrated by Vietnamese counterparts. This has led to challenges in the political dialogue between the countries, particularly on human rights, although mainly in the area of democratic participation and freedom of expression more than in the area of economic rights ("leaving no-one behind"), gender equality and in protecting citizens against risks of climate change.

While in the traditional grant-based development cooperation programmes and bilateral consultations, human rights and the cross-cutting objectives have been addressed, there is a widely accepted view that such issues are not presented as strongly in the Team Finland commerce-, trade- and investment-focused activities and the private sector instruments. Some interviewees in this evaluation suggested that issues like human rights sometimes are pushed to the side in commercial relations. Positive developments are also referred to, such as the requirement of respect to human rights as a condition to granting PIF and the focus on SDGs in the DevPlat initiative. Similarly, the Evaluation of Finnfund found that this institution has shown concrete steps towards more systematic integration of social, environmental, and human rights considerations into its policies and practices in the past years. In international Free Trade agreements and Economic Partnership Agreements, respect for human rights is included, which also over time has changed the behaviour of many companies in international business. However, despite this trend, there are still considerable challenges.

Partnership-building programmes, twinning types of cooperation and business partnerships were promoted during the early days of the transition 2008-2012. The first projects under the Institutional Cooperation Instrument (ICI) were initiated, and the Fund for Local Cooperation (FLC) was utilised to engage in dialogue on human rights and good governance. Overall, the PSIs an Team Finland's efforts show that the transition's agenda in 2008-2012 did not include much of the HRBA or cross-cutting objectives, as the focus was much on the establishing of the new partnerships.



Civil society stakeholders expressed concerns that the space for civil society in Viet Nam (also globally) has been shrinking and that human rights, participation and inclusion concerns could no longer be properly addressed in a more commerce and trade-oriented relationship.

The evaluation recommended that policy dialogue with the Vietnamese Government on human rights and democratic participation of civil society and the private sector be continued. Stakeholders indicated that Finnish cross-cutting objectives, SDGs and human rights dialogue should remain high on the agenda in the future of Finnish-Vietnamese relations. Further action can be taken to sensitize and capacitate the members of Team Finland on the Finnish foreign and development policies, including for their Human-Rights-Based Approach. The MFA should systematically include human rights and civil society participation, and integration into all biennial consultations with the Vietnamese Government and all negotiations on cooperation (grant-based and PSIs) facilities and trade agreements. In specific areas, such as human rights dialogue, that have proven to be sensitive in the cooperation relation between Finland and Viet Nam, more leverage and political traction can be sought by increased partnering and alignment with EU level dialogue with Viet Nam.

***Evaluation on Economic Development, Job Creation and Livelihoods (Main report, 2021)*** found that Finland's interventions across the case countries (Kenya, Tanzania, Zambia) showed mixed results in advancing a Human-Rights Based Approach (HRBA), gender equality and reduction of inequality. While interventions in Kenya effectively advance HRBA, gender equality and reduction of inequality their scale renders impact limited; in Tanzania the scale of the interventions would allow for a wider impact but the forestry programmes ability to effect HRBA, gender equality and reduction of inequality outcomes is not yet clear. In Zambia, time pressure and targets for maximising the number of jobs has limited the ability to specifically benefit women, youth and the poor.

***A Joint Nordic Organisational Assessment of the Nordic Development Fund (NDF)*** was conducted in 2019, but no reference to HRBA was made.

***Evaluation of the Finnish Fund for Industrial Cooperation Ltd. (2018)*** noted that Finnfund did not have an operational human rights policy, this is not systematically addressed. One of the recommendations was to finalise and apply human rights policy robustly.

***Evaluation of Finnish Aid for Trade 2012-2015 (2016)*** found that there has been significant improvement on how CCOs and HRBA have been taken into consideration in the AFT Action Plan II compared to evaluation results of the AP I. However, limited guidance on how to operationalize CCOs and HRBA in the programming at the country level, in monitoring and reporting and in the work of the Quality Assurance Group has remained largely the same in the second phase. The human rights perspective is relevant and can be translated to the Decent Work principle, the UN framework on business and human rights and also into (more voluntary) Corporate Social Responsibility principles. However, this has been done to a very limited extent in the portfolio.

AFT was specifically to promote economic, social and cultural rights, and when feasible, also civil and political rights and freedoms. In implementation of AFT projects, awareness of local populations of its human rights and fundamental labour rights and ability to act in realization of these rights were to be promoted. In addition, capacity of authorities to understand obligations of companies to respect human rights and to increase their capacity to monitor compliance of the private sector with these obligations were expected.

Inclusion of Human Rights in the AFT action plan was less specific than crosscutting objectives and was not mentioned in the goals and focus areas. In terms of country programming, targets



have not been set, HRBA and CCOs have not been systematically included and are not measured and systematically reported on.

Some LCF projects focus on supporting economic rights of minorities and vulnerable target groups, female entrepreneur associations, trade associations and CSOs conducting research e.g. on laws and policies related to private sector development. Support has also been allocated for increasing awareness of local populations on their human rights and fundamental labour rights as well as their ability to act in the realisation of these rights. It has focused less, if at all, on ensuring that authorities understand the obligations of companies to respect human rights.

## Thematic/Sectoral

Other recent centralized evaluations have also covered HRBA in their analyses from different perspectives. ***From Reactivity to Resilience. An Assessment of the Response to the Covid-19 Pandemic (2022)*** found that most projects reviewed in the two countries of Ethiopia and Nepal were adjusted to the context of the pandemic in a way that aligned well with Finland's human rights based approach. The pandemic has also worsened the situation in respect to many human rights and increased, among others, violence against women and pressure towards opposition or civil society actors. One example of high relevance to HRBA of the adjustment measures and the cross-cutting objective of gender equality was the re-targeting of the UN Women Nepal country strategy to respond to the pandemic needs in the areas of gender-based violence (GBV) among others.

In the ***Evaluation on Finnish Water Diplomacy (2021)***, several interviewees specifically mentioned that Finland stimulated an integrated approach to development activities concerning gender, livelihoods and human rights. In the Mekong, for example, Finland was given credit for providing (untied) funding to both the Mekong River Commission and civil society and; for extending the scope beyond water (gender, livelihoods, fisheries and human rights).

***Evaluation on Forced Displacement and Finnish Development Policy (2019)*** found, for instance, that there is the narrow application of the HRBA in humanitarian and development policies and that policy coherence is lacking in respect of human rights and HRBAs in the context of forced displacement and the humanitarian-development and humanitarian-peace-development nexus. Despite increasing attention to forced displacement and the humanitarian-development nexus, there are significant gaps in Ministry of Foreign Affairs policy coverage (Internally Displaced Persons, a Human Rights Based Approach HRBA, urban displacement, climate change, self-reliance, private sector). The MFA was recommended to strengthen its commitment to, and advocacy on, HRBA, fundamental human rights and humanitarian principles in relation to forced displacement and the HDN/HPDN, including soft earmarking.

***Evaluation on Improvement of Women's and Girls' Rights in Finland's Development Policy and Cooperation (2018)*** noted that since 2012 MFA has linked gender equality to a human rights-based approach (HRBA). Yet, case studies showed that gender requires a wider approach addressing also, e.g., women empowerment and shifting social norms that are not necessarily in the hands of duty bearers. Strategies on different levels were combined, e.g., advocating with the government for changes in legislation, as well as working with communities to influence strong cultural and religious beliefs. Furthermore the evaluation referred to a previous assessment and a staff survey at MFA that indicated a need for a clearer understanding of HRBA and its relationship to gender, and for guidelines and concrete, practical tools on gender, respectively. Although



it is important to recognize women's and girls' rights as human rights, the HRBA approach is not sufficient to address gender inequality. The evaluation recommended to clarify the relationship between gender and HRBA.

**Everyone's business. Unearmarked funding & disability inclusion. Summary report on use of unearmarked funding for disability inclusion in humanitarian action (2022)**<sup>17</sup> looked at the use of unearmarked funds for disability inclusion (DI) – both key humanitarian commitments – in the programmes of WFP, UNHCR and ICRC.

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# Annex 2: Approach, methods and theory of change

## HRBA as applied to the evaluation process

The overall approach of the evaluation reflects the United Nations Evaluation Group (UNEG) norm: “The universally recognised values and principles of human rights and gender equality need to be integrated into all stages of an evaluation. It is the responsibility of evaluators and evaluation managers to ensure that these values are respected, addressed, and promoted, underpinning the commitment to the principle of “no one left behind” (UNEG, 2016). This is understood to imply that data collection, wherever possible, seeks to amplify the voice of rights-holders and ensure that those who are possibly being ‘left behind’ in the different cooperation instruments and modalities are not forgotten. The evaluation also applies the evaluative principle of accountability within a perspective of also contributing to the accountability of the MFA to the ultimate marginalised rights-holders in the MFA’s adherence to human rights principles by identifying gaps and deficiencies in HRBA practice.

## Realist evaluation combined with contribution analysis anchored in the theory of change

This evaluation brings out the added value of HRBA in development programming within a realist perspective. As part of this, it is natural that contribution analysis provides an appropriate overall approach. This approach reflects the theory of change (developed in the inception phase) in that the evaluation tests assumptions that HRBA contributes to more principled and effective development cooperation<sup>8</sup> by contributing to clarity about how a given intervention and cooperation instrument is expected to be enhanced so as to contribute to human rights efforts in terms of:

- Response to rights-holders’ legal rights, interests and perceived needs;
- Enhancement of duty-bearers’ awareness or roles and responsibilities, capacities and commitments;
- to responding to rights-holders in line with their human rights obligations;
- Ability to align development policy objectives with opportunities to realise improvements in human rights in a given context and within the structure of a given cooperation instrument;
- Enhancement of awareness among civil society, private sector and other actors of human rights norms and principles;
- Ability to adapt to prevailing risks;
- Ability to put HRBA principles and policies into practice in programme design and implementation (HRBA as a process), creating understanding of *how* HRBA can be transformative, enhancing willingness/commitment to engage with the approach.



The contextual factors (i.e., beyond the intervention level itself) that may influence the extent to which HRBA makes a significant contribution include:

- The nature of a given cooperation instrument;
- The issues arising within a technical/political policy thematic priority area;
- The level of influence of MFA on field-level programming;
- Opportunities (and obstacles) to pursue policy and other normative dialogues;
- Underlying normative vision and commitments of partners;
- Conflict dynamics that may make shifts towards greater respect for human rights untenable;
- Growing opposition against specific human rights, e.g., sexual and reproductive rights, indigenous collective rights, or how claims on transformative gender equality are met with a discourse on gender ideology questioning whether HRBA can contribute to women's rights and gender equality;
- General shrinking of civic space and repression of civil rights defenders.

In short, the evaluation has thus assessed contributions in relation to:

- The features of what is described in documents as constituting viable contributions (EQ1);
- The results (outcomes and added value) of programmatic contributions within the cooperation instruments and modalities, taking into account the prevailing context and issues being addressed (EQ2);
- The risk awareness and management applied in programming (EQ3).

Throughout the evaluation process, stakeholders have had difficulties identifying the actual outcomes (and, with that, the added value) of HRBA application. This suggests the importance of an iterative approach to identifying and categorising what constitutes 'successful' HRBA. In order to identify the contributions to outcomes and the added value of HRBA in fostering these outcomes, the team has searched for and coded 'outcome leads' from the documentation review and interviews. These leads have been analysed as they relate to key aspects of HRBA (according to the basic principles of HRBA) as derived from the guidance documents.

It should also be emphasised that the outcomes and added value do not only relate to direct impacts on human rights but may also be related to systems and awareness at a higher level within the MFA and partners. These may constitute systemic changes in how cooperation instruments and modalities are used to design and monitor programmes that indirectly lead to ultimate outcomes.

## Theory of change

The theory of change (ToC) for this evaluation emphasises the contributions of HRBA towards the results (and managing the risks) of interventions and cooperation instruments and modalities while also framing this within an understanding of the policy, strategy and contextual factors that influence how HRBA is perceived, integrated and applied. **Figure 15** below describes how the



overall trajectory of applying HRBA in policy, developing strategies and implementing interventions is framed by contextual factors.

It must be stressed that this theory of change is not intended to suggest a linear process of policy implementation. The evaluation's analysis has taken into account if and how goal conflicts emerge across policies and strategies and where uncertainties or limits to MFA capacities influence the impact of HRBA implementation in interventions. Diverse goals ranging from a *do no harm* perspective through due diligence to efforts to transform the human rights landscape through targeted transformative programming suggest a broad and loosely connected set of trajectories and opportunities for influence. In relation to this, the evaluation understands that the HRBA guidelines provide a general roadmap and toolbox for those involved in intervention design and implementation, but the guidelines are not a template, and there is a range of other tools and templates being used by the partners themselves. In order to understand how these processes intertwine and relate to policies, the analysis has respected the diverse ways that actors use and adapt the MFA guidelines and other approaches in their work.

Finally, with regard to linearity, the evaluation has been attentive to how experience in interventions and cooperation instruments and modalities has informed a range of pragmatic approaches adapted to the different instruments and contexts. Monitoring of HRBA in the management of the different MFA cooperation instruments, and lessons learned from MFA quality assurance and decision-making processes, have also influenced the interpretation of strategies and policies.

There are several embedded assumptions in the theory of change, such as the receptiveness both among rights-holders and duty-bearers that linking rights claims to legal human rights instruments and human rights commitments is a valid and possible way forward. It is thus assumed that there must be trust in the rule of law and the legal system. The ToC assumes that there is a greater willingness among duty-bearers to comply with their responsibilities when they understand and are aware of what the State's commitment entails in practice regarding policy compliance and reforms.

Another assumption is that the MFA partners need to both integrate human rights-based norms and principles in the overall programme objectives and have sufficient capacity and commitment to put the rights-based principles into practice throughout the full programme cycle. As part of this, it is assumed that programme designs are rooted in strategic interests and needs prioritised by the targeted rights-holder groups.

The change process also relies on the contribution of other actors, both with whom the MFA is coordinating and with actors beyond the reach of the Finnish development cooperation. Their role needs to be taken into account both as an enabler and a barrier for successful (a) integration of HRBA in supported interventions and (b) outcomes from the application of sensitive or transformative HRBA.

The ToC is presented in two figures: **Figure 14** translates the three levels of HRBA integration and application defined in the MFA HRBA guidance note on how sensitive, progressive and transformative HRBA are expected to lead to changes within the development interventions supported by the different cooperation instruments. This also includes progressive effects at institutional and societal levels. The pathways illustrated in this results-oriented ToC fall under MFA's spheres of influence and interest, where the responsiveness from partners and other stakeholders, including other development actors, are key for the success of both the integration, application and effects of HRBA:



Based on the HRBA guidance note, in principle, it is only the transformative level of HRBA that has a clear causal pathway to societal change. Both the sensitive and progressive levels contribute to creating conditions within the context of the development intervention. If rights-holders and duty-bearers progressively embrace the rights-based principles, this could lead to an openness to addressing the root causes of social injustice and discrimination. There is no linear process from sensitive to progressive or from progressive to transformative, and intervention can, of course, harbour both sensitive and progressive components, or progressive and transformative components.

The pathways in the theory of change aim to result in the following changes in the behaviours of rights-holders, duty-bearers, and other key actors (**Table 11**).

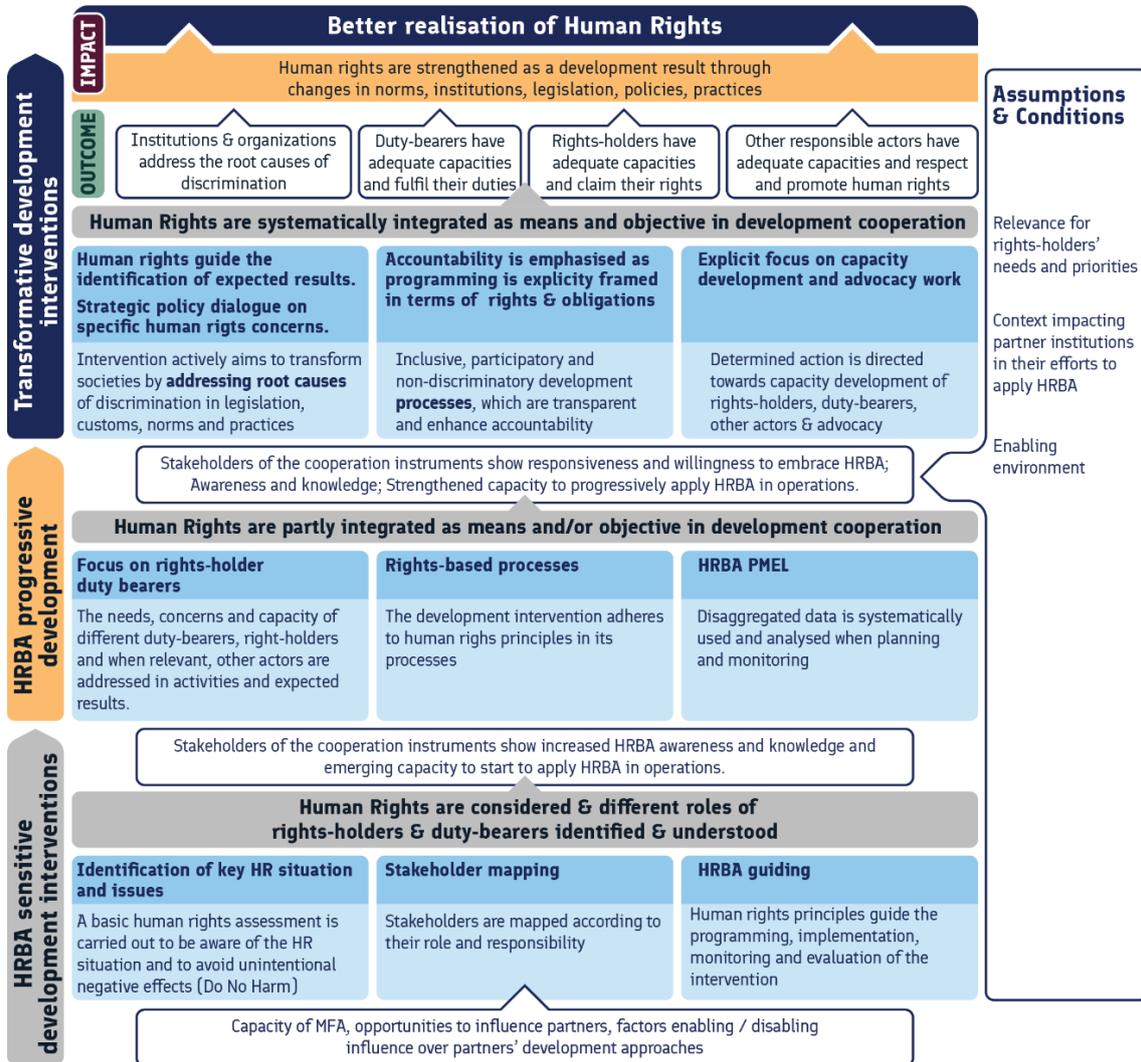
**Table 11 Changes in the behaviours of rights-holders, duty-bearers, and other key actors**

<b>RIGHTS-HOLDERS CLAIM</b>	<b>DUTY-BEARERS</b>	<b>OTHER ACTORS</b> (e.g. religious/traditional/culture leaders, companies, CSOs)
<ul style="list-style-type: none"> <li>• availability, access, and improved services</li> <li>• accountability</li> <li>• access to information and transparency</li> <li>• active and meaningful participation in policy, legal and development processes</li> <li>• inclusion and active measures to counteract discrimination</li> </ul>	<ul style="list-style-type: none"> <li>• engagements in dialogue with citizens and popular consultations</li> <li>• Improvements in services, fulfilment of obligations</li> <li>• devolution and downward accountability</li> <li>• legal and policy reforms, including the domestication of regional and global HR commitments</li> </ul>	<ul style="list-style-type: none"> <li>• recognition of HRBA and their moral obligations</li> <li>• application of HRBA principles in their activities: e.g., rights-based services, raising awareness on human rights, creating spaces for rights-holders' participation and empowerment, creating spaces for dialogue with duty-bearers</li> <li>• contributing to human rights advocacy and monitoring</li> </ul>

Source: Evaluation team



Figure 14 Theory of change: three levels of HRBA integration and application

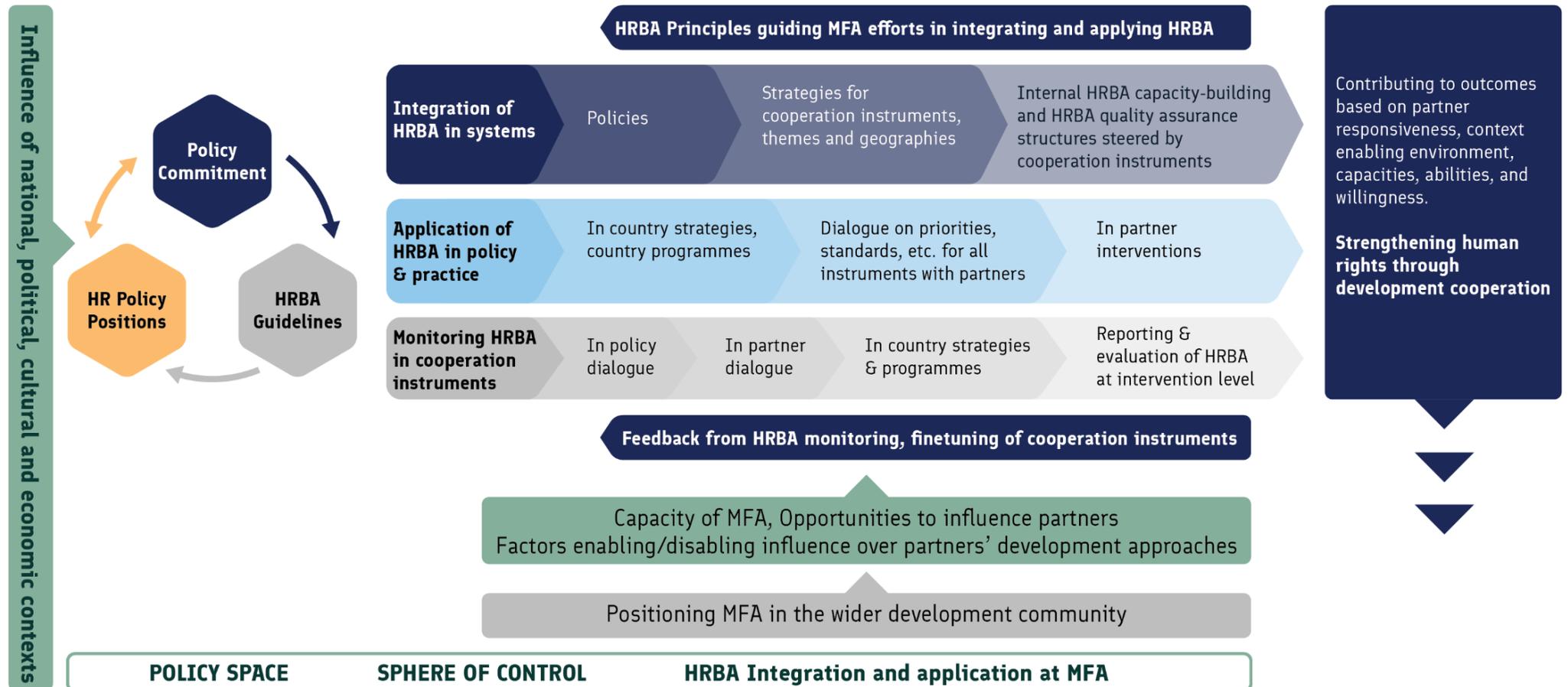


Source: Evaluation team



**Figure 15** focuses on the internal processes at MFA for the policy space and the efforts to integrate HRBA in systems and apply HRBA in policy and practice, including learning from the cooperation instruments and finetuning of the same, based on monitoring, reporting and evaluation of the HRBA practices. These processes are seen to be within the sphere of control of the MFA.

**Figure 15 Theory of change: internal processes at MFA for the policy space and integrating and applying HRBA**



Source: Evaluation team



## Methodology

The evaluation methods include interviews with key informants and document review focused on overall policies and cooperation instrument design and application, with a primary emphasis on case studies looking at field-level practice.

- Document review and key informant interviews (KIIs), primarily in Helsinki and at the country level, have been used to obtain a deeper understanding of how HRBA is being pursued within and across the cooperation instruments and modalities. This data has been analysed to identify dialogue and programming processes and areas where outcomes are being pursued (outcome leads) for subsequent analysis as part of the case studies. Interview, document and survey data were coded in relation to the evaluation questions and indicators presented in the evaluation matrix developed in the inception phase, as well as other salient factors that emerged in the course of the evaluation.
- The cooperation instruments and modalities are primarily analysed through two sets of case studies. 'Context' case studies were undertaken with the primary intention of understanding how HRBA is framed within different country and programmatic contexts. In addition, 'issue-focused' case studies complement this by analysing how HRBA is applied in relation to key challenges and opportunities that became apparent in document review, scoping interviews and discussions as part of the inception phase (i.e., mobilising innovative approaches, influencing multilaterals, addressing 'headwind' issues, differentiating between cross-cutting objectives and HRBA). The case studies explore these areas both in relation to how HRBA is applied in practice and pursued in policy dialogue. Comparisons are also made across the case studies to understand how HRBA is applied within specific cooperation instruments and modalities or clustered categories of cooperation instruments that demonstrate similar features. This includes aggregation of findings within the cooperation instruments and modalities in relation to (i) the different cooperation instrument-specific guidelines (where these exist and are comparable), (ii) how they are operationalised in different cooperation instruments in different contexts and when confronting key issues, and (iii) the 'narratives' and 'lexicons' that exist within discussions around respective cooperation instruments and categories of cooperation instruments. The case studies include a mix of in-country and distance interviews.
- Wherever possible, case study interviews were undertaken with rights-holders and their representative organisations to better understand if and how the application of HRBA may have contributed to their efforts to hold duty-bearers to account.
- At the end of the period of data collection, a findings, conclusions and recommendations (FCR) workshop was used for validation and joint reflection on emerging findings with the reference group and EVA-11.



## Data collection methods

### Interviews and documentation review

The evaluation team has undertaken a range of documentation reviews. Documents reviewed in the selection and analyses of the interventions in the sample for the case studies have primarily consisted of plans, annual reports, and a variety of memorandums and other documents assessing the interventions and their relevance and results.

39 KIIs were held at Helsinki level, 21 at embassies, and 187 were held with partners and other stakeholders. Three focus group discussions (FGDs) were also undertaken. The interviews and FGDs were used to obtain a deeper understanding of how HRBA is perceived and operationalised with the respective cooperation instruments and modalities. In both the interviews and document review, the evaluation team was particularly attentive to the ways that HRBA is described differently in the cooperation instruments and modalities, including the 'grey areas' where HRBA may be implied.

The case studies largely relied on qualitative data collected through semi-structured KIIs and a few focus FGDs with relevant MFA staff, key informants in partner organisations/institutions, including groups and allies they have worked/coordinated with, and when relevant, with well-informed external stakeholders. Particularly with MFA staff, the KIIs took a 'sensemaking' approach to capture how the introduction and application of HRBA relate to their past experience with managing human rights norms, their efforts to apply an understanding of the political economy of transformative change, concerns about risks to programming and rights-holders' well-being, and potential goal conflicts.

### Survey

An electronic survey was undertaken among partners, primarily focused on EQ2, and to a lesser extent, on EQ3. The survey focused on drawing out a broader understanding of the types and extent of outcomes emerging from the use of HRBA, and the ways that risk is perceived and addressed. The survey was launched after initial case study interviews had taken place in order to benefit from insights from these interviews in the formulation of the questions. The survey has provided a means of triangulation and verification of emerging findings. The survey results are presented in Annex 4.

## Data analysis

### Analysis for EQ one

The findings of the data science component have been used as a point of departure for the analysis in relation to EQ one. These are based on plans and reporting documents. The overall trends emerging from that data were used to refine and focus key hypotheses to be explored further in the qualitative data collection and analysis. Further document review (for both EQ one and EQ two) involved analysis of a diverse range of evaluations, memoranda, internal assessments and correspondence made available for each intervention. Instrument-level policies, background



analyses and other documents were also reviewed. Analyses also included verification (through desk review) of whether monitoring of inclusiveness, participation and non-discrimination are built into the programme designs (results framework indicators) and how the MFA follow-up on these principles in the partner dialogue.

## Analysis for EQ two

The interviews and document review were used to categorise and refine indicators that demonstrate the ways that sensitivity, progressiveness and transformation are being applied, including how terminology, goal prioritisation and general emphasis in HRBA efforts are applied in different cooperation instruments, contexts and in response to different human rights challenges. This analysis has led to the identification of factors within the cooperation instruments and modalities where theories of change differ or where there are particular opportunities or obstacles to application and outcome achievement. An underlying assumption has been that these sub-theories may differ considerably and will reveal varied levels of performance and the need for tailored recommendations. The 'space' for HRBA has been considered as part of the overall realist approach, and contribution analysis provides a basis for assessing added value in light of the following constraints and opportunities:

- Within MFA's overall institutional structures,
- Within the cooperation instruments and modalities,
- Within development cooperation contexts, and
- When confronted with different issues.

The analysis therefore includes both an overall assessment against the theory of change for integration and application of HRBA within Finnish development cooperation as a whole, and also a thorough analysis within the conditions present in the cooperation instruments. Informants were encouraged in interviews to reflect on the categories of added value (and obstacles to achieving added value) that they have experienced. To summarise, the analysis takes the theory of change as a point of departure to ultimately reflect the following core assumptions and limitations:

- Achievement of outcomes and areas of added value will differ across the cooperation instruments and modalities;
- Outcomes and added value will also relate to conditions inherent in different contexts and when confronting different issues;
- These outcomes and added value will also differ in relation to the different components/principles of HRBA, e.g., programming may be effective in strengthening the voice of rights-holders but not the capacity of duty-bearers, or vice versa;
- Indicators and metrics will consequently need to be adapted to the factors above;
- Analyses of overall trends in outcome achievement and added values will need to be synthesised in the conclusions to the evaluation, and it will therefore be important to suspend detailed judgement on the metrics of these results at the outset of the evaluation.



Analyses of EQ two primarily reflect case study analyses, relying on evidence from semi-structured interviews, to analyse performance in relation to the specific cooperation instruments and also in relation to geographic contexts, choice of partners and other emerging variables. The evaluation has used these interviews, together with document review and survey results, to assess the roles of key partners and intermediaries in promoting, facilitating and achieving results from the use of HRBA in programming within different geographies, sectors/development policy priority areas, institutional relationships and cooperation instruments and modalities. In the interviews, the team has been attentive to the types of ‘success’ that these stakeholders strive towards and, with this, how they perceive and apply the four levels of HRBA implementation.

As noted above, the overall interview approach emphasises ‘sensemaking’ among MFA staff and provides a basis for analysing how they manage difficult and perhaps conflicting objectives in their work, considering limited resources, past experience, and the prevailing positioning of the MFA in the development community.

The survey was used to triangulate and verify emerging findings in relation to both EQ two and EQ three. This provided additional data on the types and extent of perceived outcomes and risks deriving from the application of HRBA.

Primarily for contextual understanding and verification of emerging analyses, the evaluation also undertook interviews with a range of outside observers, including the following:

- Global HRBA and human rights experts,
- Individuals responsible for producing HRBA guidance materials and training,
- Other donors, and
- Organisations with a long track record of applying HRBA to learn from their lessons learned and adaptations of HRBA in different contexts.

These interviews were also used to verify the evaluation team’s emerging analyses and conclusions regarding how the Finnish experience with HRBA compares to and can be enhanced in relation to international best practices (EQ2.4).

## Analysis for EQ three

With EQ three, the approach has been to seek to better understand the contextual, programmatic and institutional risks and constraints that influence MFA positioning and consequent decisions regarding the application of HRBA. The evaluation team collected and categorised data regarding overall stakeholder perceptions and responses to different types of risks in the application of HRBA. This includes analyses of how informants perceive the complex choices in responding to risks directly related to the application of HRBA. Data was collected and analysed regarding the ways that HRBA is being applied to reduce the risks facing stakeholders. Data was also collected regarding the strategies and tools used to ensure that programming based on HRBA does not, in itself, generate new or increased risk. The evaluation sought to understand potential unintended, negative consequences (‘doing harm’). The evaluation does not delve into broader issues related to overall development policy prioritisations and choice of partnerships, as these factors are beyond the evaluation scope.



Cooperation instrument related guidelines and other documentation were used to assess if and how they include consideration of elements of risk in connection with the application or the preconditions for applying HRBA. The data collection included interviews at Helsinki level and within the case studies, with a particular focus on the conflict-focused context case study and the issue-focused case study looking specifically at headwind issues. Where relevant and available, programme documentation on risk analyses and responses was used to triangulate and verify interview findings.

## Conclusions and recommendations

First, in the conclusions **analyses are aggregated to provide a basis for understanding what the results and risks have been in applying HRBA as an overall approach within the theory of change**. This includes synergies and potential obstacles to coherence across the cooperation instruments and in relation to working in different context and confronting strategic issues. Recommendations are primarily directed towards higher level MFA stakeholders and other concerned with issues that transcend cooperation instruments, most notably at the embassies.

Second, conclusions are **specified per cooperation instrument** (with the private sector instruments clustered) and **take into consideration what is 'realistic'** to achieve within prevailing institutional partnerships and procedures. This includes outlining if and how sub-theories of change have become apparent for the individual cooperation instruments. Recommendations will focus on how the cooperation instruments could be adapted to encourage and enable more progressive and transformational approaches.



## Annex 3: Effectiveness tables

The tables below summarise the evaluation team’s assessment of the effectiveness of each instrument based primarily on coded analyses of reporting and KII data related to each intervention analysed in the sample, triangulated with other data from the case studies. In synthesising the data, it was very clear that attribution of evidence of HRBA effectiveness to the cooperation instruments and modalities, as opposed to contextual factors and country-level factors and specific issue-related dynamics, can distort an understanding of what determines how HRBA has been delivered. Furthermore, it should be stressed that, due to the diversity of findings within the sample analysed for each instrument and the small samples of some cooperation instruments and modalities (because of the small number of interventions implemented during the period under evaluation), confidence levels regarding generalisations are relatively low. These summary tables are included here to support critical reflection on trends in the instruments’ contributions to human rights objectives rather than constituting definitive findings. A four-point scale (**Table 12**) is used to refer to the prevalence of interviews that display these characteristics:

**Table 12 Four-point scale**

Most interventions	Many interventions	Some interventions	Very few or no interventions

*Source: Evaluation team*

A brief summary describes common features and trends for each indicator per instrument. These tables do not include the principle of negative impacts on human rights being prevented, as this is addressed under EQ three.

**In bilateral programming, the attention given to the application of HRBA relates primarily to the type of partner and their role rather than the status as a bilateral programme.** It should be stressed, though, that the sample for this instrument was small, so generalisations should be treated with caution (**Table 13**).



**Table 13 Summary table: Effectiveness of CSO interventions – bilateral projects**

	<b>BILATERAL PROJECTS</b>
<b>Overall attention to HRBA in relation to principles and practice</b>	HRBA principles are quite apparent at a general level in most interventions, with emphasis on participation and gender and disability related inclusion/non-discrimination. It is clear that there is an awareness of HRBA within bilateral programming, and it is mostly interpreted to emphasise the agency of rights-holders. However, the depth of application of HRBA in the (small) sample is highly varied, ranging from a transformational approach to what the evaluation team interprets as the use of HRBA buzz words. There are individual examples of systematic analyses of how HRBA is applied across interventions analysed and a high degree of critical reflection among embassy programme officers.
<b>Disaggregated data and human rights analyses being used to focus programming</b>	Attention to data disaggregation is limited and emphasises gender. It is difficult to generalise regarding human rights analyses as it is unclear how much attention has been given to undertaking these and applying the findings in actual programming.
<b>Growth in capacities of rights-holders, i.e., participation in the form of public engagement, voice of marginalised rights-holders</b>	There is a strong focus on rights-holder capacities, which is striking given that one might assume that bilateral programming would focus more on duty-bearer capacities. This is particularly evident in multi-bilateral and CSO-led bilateral interventions (but was also the case in a forestry programme).
<b>Growth in capacities of duty-bearers and other responsible actors leading to accountability and fulfilment of their human rights obligations</b>	Relatively little attention has been given to duty-bearer capacities in the interventions in the sample, as the partners have tended to be focused more on rights-holder perspectives. Where duty-bearers are supported, it is mostly at the local level. This is notable in that the comparative advantage of bilateral programming would be assumed to be an ability to leverage influence on duty-bearers through bilateral relations. Accountability has been emphasised in two of the four interventions.
<b>Contributing to the transparency of duty-bearers</b>	There is a notable lack of identifiable attention to the principle of transparency.
<b>Achievements in the creation of processes and capacities that address root causes of discrimination in legislation, customs, norms and practices</b>	Findings are mixed, with the strongest examples related to gender discrimination and discrimination in the legal system. Otherwise, attention to root causes is often weak.
<b>Scale and quality of engagements in strategic policy dialogue to support all of the above -improvements in the realisation of human rights overall</b>	Findings are mixed with results related to the nature of the programme and the role of the partner rather than the status as a bilateral programme. It is noted, though, that the embassies may have leveraged lessons from the programmes in their informal dialogue without this being apparent to the evaluation team.

Source: Evaluation team



Most of the cooperating civil society organisations have a well-developed capacity to implement a HRBA, and in particular, to enhance the ability of marginalised rights-holders to claim their rights (Table 14).

Table 14 Summary table: Effectiveness of CSO interventions

	CSO
<b>Overall attention to HRBA in relation to principles and practice</b>	The HRBA principles have been explicitly considered in most interventions. Most interventions also apply a HRBA language and have a clear focus on those most marginalised. The principles of participation and non-discrimination are more clearly reflected than the principles of transparency and accountability. The interventions are often based on a human rights assessment, but the quality of these assessments varies.
<b>Disaggregated data and human rights analyses being used to focus programming</b>	Disaggregated data is used in many interventions. However, in a few interventions, there is no evidence that it is used at all, and in some interventions, disaggregated data was found to only be partially used or not very detailed.
<b>Growth in capacities of rights-holders, i.e., participation in the form of public engagement, voice of marginalised rights-holders</b>	Strengthening the capacities of rights-holders is the primary focus of the vast majority of all CSO interventions.
<b>Growth in capacities of duty-bearers and other responsible actors leading to accountability and fulfilment of their human rights obligations</b>	Even though rights-holders are the primary target group of most interventions, many interventions also have more limited activities focusing on duty-bearers, mainly at the local level. Often duty-bearers have also been targeted as recipients of advocacy actions, which some would argue, constitute capacity development.
<b>Contributing to the transparency of duty-bearers</b>	Some interventions focus on the right to information. Many other interventions not primarily set up to contribute to transparency have, in practice, directly or indirectly contributed to transparency amongst duty-bearers.
<b>Achievements in the creation of processes and capacities that address root causes of discrimination in legislation, customs, norms and practices</b>	Roughly 30% of all CSO interventions in the team's sample have been classified as transformative. Some additional interventions have been assessed by the evaluation team to have transformative ambitions. Many of the interventions striving to address root causes of discrimination have a focus on gender equality and SRHR.
<b>Scale and quality of engagements in strategic policy dialogue to support all of the above -improvements in the realisation of human rights overall</b>	Findings are mixed. While a slight majority of all supported CSOs engage in a strategic policy dialogue on issues of human rights, some have a very limited dialogue, and others do not engage in a dialogue at all.

Source: Evaluation team



There is a large variation in how different multilateral partners apply HRBA. The HRBA principles tend to guide planning at the overall level, particularly as an end goal but are often not explicit in how HRBA is put into practice. When focused on capacity development, priority is given to rights-holders. The most comprehensive HRBA application in the sample is conducted by UN bodies focusing on gender equality (Table 15).

Table 15 Summary table: Effectiveness of multilateral interventions

	MULTILATERAL
<b>Overall attention to HRBA in relation to principles and practice</b>	The HRBA principles have been considered at least to some extent in almost all interventions, but with less focus on transparency. There is a stronger focus on HRBA as a goal than means. Out of the 18 interventions in the sample, seven are progressive and six transformative. Most of those interventions apply a HRBA language, and the programming is framed in terms of rights and obligations. However, due to the general nature of reporting, it is not possible to assess the actual level of HRBA implementation in global level cooperation with multilaterals.
<b>Disaggregated data and human rights analyses being used to focus programming</b>	Practice is mixed, wherein some interventions have a good level of disaggregated data in the planning but not always in the reporting, while others pay limited or no attention to data disaggregation (or no information found). Where disaggregated data exist, the emphasis is on sex and age.
<b>Growth in capacities of rights-holders, i.e., participation in the form of public engagement, voice of marginalised rights-holders</b>	It is a very mixed picture. When rights-holders are mentioned, the focus is more on their needs than on growth in capacities in most of the interventions. There are some strong exceptions, most with a focus on women/gender equality.
<b>Growth in capacities of duty-bearers and other responsible actors leading to accountability and fulfilment of their human rights obligations</b>	Little attention has been given to duty-bearer capacities in the interventions in the sample, even though also positive examples were identified (see finding 2.3).
<b>Contributing to the transparency of duty-bearers</b>	Very little attention has been given to transparency.
<b>Achievements in the creation of processes and capacities that address root causes of discrimination in legislation, customs, norms and practices</b>	Less than half of the interventions in the sample have reported results addressing the root causes of discrimination. Findings are thus very mixed. Few reported changes in legislation, customs, norms and practices, also for transformative intervention, partly due to projects being still new. Reported changes related to root causes of gender discrimination and ableism.
<b>Scale and quality of engagements in strategic policy dialogue to support all of the above -improvements in the realisation of human rights overall</b>	About half of the interventions include strategic policy dialogue on human rights.

Source: Evaluation team



As reflected in the MFA Guidance Note on HRBA, in private sector interventions, the HRBA has largely focused on human rights responsibility of the implementing partner companies. Some forerunner companies have strengthened their human rights related policies, processes and practices. However, addressing human rights challenges and root causes of discrimination beyond companies' own operations, for example by using leverage, has remained minimal (Table 16).

Table 16 Summary table: Effectiveness of PSI and development policy investments

	<b>PRIVATE SECTOR INSTRUMENTS AND DEVELOPMENT POLICY INVESTMENTS</b>
<b>Overall attention to HRBA in relation to principles and practice</b>	In line with the MFA Guidance Note, the HRBA focus, where present, has been on human rights responsibility in the business activities of the supported companies. While in many cases, only minimal or no attention had been paid to human rights, there were some forerunners making systematic efforts to strengthen their human rights policies and practices.
<b>Disaggregated data and human rights analyses being used to focus programming</b>	Human rights risk analyses have been conducted in some interventions or by some partners. In the forerunner interventions, where more systematic analysis and monitoring of human rights risks have been conducted, human rights risk management measures have been taken. Gender disaggregated data is available only in some reports.
<b>Growth in capacities of rights-holders, i.e., participation in the form of public engagement, voice of marginalised rights-holders</b>	The supported companies that had explicitly paid attention to human rights, had activities strengthening the capacities of company employees, sales agents, or suppliers as rights-holders e.g., on relevant company policies and in getting their feedback and inputs. Due to a lack of access to monitoring data, it is not possible to analyse the level of awareness of human rights norms and principles among rights-holders in these interventions.
<b>Growth in capacities of duty-bearers and other responsible actors leading to accountability and fulfilment of their human rights obligations</b>	The role of interventions in strengthening the capacities of government duty-bearers has been almost inexistent. In companies with stronger human rights emphasis, the importance of keeping the primary focus on business activities and strengthening the human rights responsibility related capacities of companies as other responsible actors was underlined.
<b>Contributing to the transparency of duty-bearers</b>	In interventions paying attention to human rights, the focus has been on supported companies' internal accountability processes through employee engagement or communication and interaction with other key stakeholders. However, the outwards transparency in the analysed interventions remains limited e.g., due to confidentiality related to business secrets.
<b>Achievements in the creation of processes and capacities that address root causes of discrimination in legislation, customs, norms and practices</b>	None of the analysed interventions has aimed as such at creating processes and capacities that address root causes of discrimination in legislation, customs, norms and practices beyond the policies, processes, and practices of companies themselves.
<b>Scale and quality of engagements in strategic policy dialogue to support all of the above -improvements in the realisation of human rights overall</b>	There is no indication of engagement in corporate human rights responsibility or, more widely human rights related strategic policy dialogue with government duty-bearers or other relevant stakeholders. Neither was it possible to identify intentional use of leverage for promoting respect of human rights among other business actors or government duty-bearers in their operating environment.

Source: Evaluation team



The effectiveness of funds for local cooperation is obviously limited by the scale and timeframe of the interventions. Nonetheless, despite these limitations and despite these interventions being seen as constituting ‘a lot of work’ for the MFA, they largely strive to adhere to a HRBA (Table 17).

Table 17 Summary table: Effectiveness of FLC interventions

	FUNDS FOR LOCAL COOPERATION
<b>Overall attention to HRBA in relation to principles and practice</b>	Principles are emphasised more than their practical application, perhaps due to uncertainty about how to articulate what HRBA means in practice and perhaps as results are unlikely given the small size and timeframe of the support.
<b>Disaggregated data and human rights analyses being used to focus programming</b>	No evidence of this being undertaken in the sample. This can be correlated with the prevalence of activity reporting.
<b>Growth in capacities of rights-holders, i.e., participation in the form of public engagement, voice of marginalised rights-holders</b>	Some significant evidence of attention has been given to rights-holder capacities, e.g., among organisations of persons with disabilities (OPDs).
<b>Growth in capacities of duty-bearers and other responsible actors leading to accountability and fulfilment of their human rights obligations</b>	Little attention is given to duty-bearer capacities, again reflecting the small scope of these interventions that would appear to indicate that contributions to this goal may not be realistic. With disability support, however, attention has been given to raising awareness and understanding of how prevailing laws and policies impact persons with disabilities.
<b>Contributing to the transparency of duty-bearers</b>	Limited attention has been given to transparency apart from one intervention focused on the media, which could be seen as creating pressure on authorities to reflect on their disability efforts, and an OPD intervention wherein the partner worked with the CPRPD shadow report.
<b>Achievements in the creation of processes and capacities that address root causes of discrimination in legislation, customs, norms and practices</b>	These interventions suggest an awareness of these factors as a driver in the planned interventions, but given the scale of these interventions, the actual achievements appear to be quite modest.
<b>Scale and quality of engagements in strategic policy dialogue to support all of the above -improvements in the realisation of human rights overall</b>	Somewhat surprisingly, despite the small scale, there are notable examples of efforts to engage in policy dialogue.

Source: Evaluation team



Even though the overall effectiveness of the ICI in HRBA implementation remains limited, there is clear potential of the instrument in promoting human rights progressive and transformative changes (Table 18).

Table 18 Summary table: Effectiveness of ICI interventions

	ICI
<b>Overall attention to HRBA in relation to principles and practice</b>	While MFA's synthesis reports and the data science analysis generally reflect limited HRBA implementation in ICI interventions, in the sample interventions, the overall attention paid to HRBA varies greatly.
<b>Disaggregated data and human rights analyses being used to focus programming</b>	While attention is paid to gender disaggregation in all projects, indications of more systematic situation analysis reflecting human rights or the use of disaggregated data in actual programming could be found in only one intervention.
<b>Growth in capacities of rights-holders, i.e., participation in the form of public engagement, voice of marginalised rights-holders</b>	Strengthening of rights-holders' capacities has not been the focus of analysed interventions, but in two projects, attention has been paid to rights-holders participation, including those who are from marginalised groups.
<b>Growth in capacities of duty-bearers and other responsible actors leading to accountability and fulfilment of their human rights obligations</b>	Even though ICI interventions, in many cases, work with government duty-bearers or other responsible actors, the extent to which they address the duty-bearers' human rights related capacities varies greatly. However, there is evidence of the important role that the ICI projects can play in strengthening duty-bearers' capacities, e.g., in relation to the right to social security.
<b>Contributing to the transparency of duty-bearers</b>	The extent to which the ICI projects have contributed to the transparency of duty-bearers seems to vary significantly but is generally weak.
<b>Achievements in the creation of processes and capacities that address root causes of discrimination in legislation, customs, norms and practices</b>	The analysed interventions and MFA synthesis reports indicate that the role of ICI interventions in addressing root causes of discrimination in legislation, customs, norms and practices has remained very limited. However, the example of the role of ICI in supporting the development of social security system in the non-formal sector and rural workers shows ICI's potential in promoting human rights progressive and transformative changes.
<b>Scale and quality of engagements in strategic policy dialogue to support all of the above -improvements in the realisation of human rights overall</b>	Engagements in strategic policy dialogue to support improvements in the realisation of human rights have remained minimal in ICI interventions.

Source: Evaluation team



# Annex 3: Interview guides

## Interview guide for MFA stakeholders and other senior Finnish partners

1. How is HRBA integrated into the planning of development cooperation interventions, applied in practice, and what factors influence the level of ambition pursued in these plans?
2. What indicators or markers do you use to assess whether these aims are being achieved?
3. What guidance do you find useful for planning and monitoring your HRBA efforts?
4. Is there understanding and ownership of these aims among other stakeholders with whom you work?
5. Are there alternative approaches to HRBA that different agencies apply? Does this create problems?
6. What important results have you observed related to the use of HRBA in your work? Can you give two or three examples?
7. Have you been able to strengthen the capacity of rights-holders to express and demand their rights?
8. Has this led to a significant shift in power to ensure accountability and transparency among duty-bearers or other responsible actors? If so, what does this entail?
9. Which categories of rights-holders have been most effectively empowered? Has discrimination been reduced?
10. Are there some groups that are still marginalised? If so which, and why do they remain marginalised?
11. Have you been able to strengthen the capacity of duty-bearers or other responsible actors to uphold rights and act in a more accountable manner? If so, what does this entail?
12. Can you describe any significant changes that have occurred in recent years in programme implementation processes and procedures that provide a more solid basis for HRBA practice, particularly with regard to inclusion, non-discrimination and participation?
13. Are there institutional factors (incentives, bureaucratic obstacles, etc.) within your organisation that have enabled or hindered these efforts? If so, what are examples of these factors?
14. Is your organisation making use of the guidance and recommendations produced by regional and international human rights monitoring mechanisms (such as treaty bodies and the Universal Period Review)? If so, please explain how.
15. Has HRBA been part of how you analyse risks to development cooperation efforts (e.g., from a 'do no harm' perspective when raising sensitive issues in polarised or conflict-prone political environments)? Examples?
16. Are there special risk-related concerns that influence how you make plans for introducing HRBA? If so, how do they relate to cooperation instruments and contexts?



17. If you are concerned about risks related to raising human rights issues, how do you mitigate these risks?
18. Are there any issues that I have not raised that I should have?

### **Interview guide for other partners**

1. How is HRBA integrated into the planning of development cooperation interventions, applied in practice, and what factors influence the level of ambition pursued in these plans?
2. How do you assess whether these aims are being achieved?
3. What guidance (if any) do you find useful for planning and monitoring your HRBA efforts?
4. Is there understanding and ownership of these aims among other stakeholders with whom you work?
5. Are there alternative approaches to HRBA that the other agencies that you cooperate with apply? Does this create problems?
6. What important results have you observed related to the use of HRBA in your work? Can you give two or three examples?
7. Have you been able to strengthen the capacity of rights-holders to express and demand their rights?
8. Has this led to a significant shift in power to ensure accountability and transparency among duty-bearers or other responsible actors? If so, what does this entail?
9. Which categories of rights-holders have been most effectively empowered? Has discrimination been reduced?
10. Are there some groups that are still marginalised? If so which, and why do they remain marginalised?
11. Have you been able to strengthen the capacity of duty-bearers or other responsible actors to uphold rights and act in a more accountable manner? If so, what does this entail?
12. Can you describe any significant changes that have occurred in recent years in programme implementation processes and procedures that provide a more solid basis for HRBA practice, particularly with regard to inclusion, non-discrimination and participation?
13. Are there institutional factors (incentives, bureaucratic obstacles, etc.) within your organisation that have enabled or hindered these efforts? If so, what are examples of these factors?
14. Is your organisation making use of the guidance and recommendations produced by regional and international human rights monitoring mechanisms (such as treaty bodies and the Universal Period Review)? If so, please explain how.
15. Has HRBA been part of how you analyse risks to development cooperation efforts (e.g., from a 'do no harm' perspective when raising sensitive issues in polarised or conflict-prone political environments)? Examples?
16. Are there special risk-related concerns that influence how you make plans for introducing HRBA? If so, how do they relate to cooperation instruments and contexts?
17. If you are concerned about risks related to raising human rights issues, how do you mitigate these risks?
18. Are there any issues that I have not raised that I should have?



## **Interview guide for other key informants and outside observers**

1. How is HRBA integrated into the planning of development cooperation interventions, applied in practice, and what factors influence the level of ambition pursued in these plans?
2. What are useful means to assess whether these aims are being achieved?
3. Do you feel that the guidance currently available is useful?
4. Is there understanding and ownership of these aims among a broad range of Finnish development cooperation stakeholders? What factors encourage or limit this understanding and ownership?
5. Are there contradictions or a lack of coherence across the approaches to HRBA that different agencies apply? Does this create problems?
6. What important results have you observed related to the use of HRBA? Can you give two or three examples?
7. Has Finnish development cooperation been able to strengthen the capacity of rights-holders to express and demand their rights?
8. Has this led to a significant shift in power to ensure accountability and transparency among duty-bearers or other responsible actors? If so, what does this entail?
9. Which categories of rights-holders have been most effectively empowered? Has discrimination been reduced?
10. Are there some groups that are still marginalised? If so which, and why do they remain marginalised?
11. Has Finnish development cooperation been able to strengthen the capacity of duty-bearers or other responsible actors to uphold rights and act in a more accountable manner? If so, what does this entail?
12. Can you describe any significant changes that have occurred in recent years in programme implementation processes and procedures that provide a more solid basis for HRBA practice, particularly with regard to inclusion, non-discrimination and participation?
13. Are there institutional factors (incentives, bureaucratic obstacles, etc.) within Finnish development cooperation that have enabled or hindered these efforts? If so, what are examples of these factors?
14. Has HRBA been part of reflection regarding risks to development cooperation efforts (e.g., from a 'do no harm' perspective when raising sensitive issues in polarised or conflict-prone political environments)? Examples?
15. Are there special risk-related concerns that should be better addressed when introducing HRBA? If so, how do they relate to cooperation instruments and contexts?
16. Are there any issues that I have not raised that I should have?

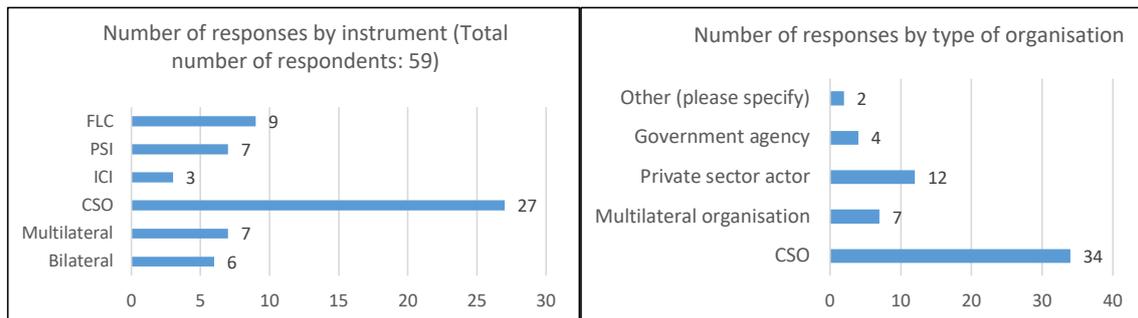


## Annex 4: Survey results

The evaluation team sent the survey to 289 persons, in addition to which the Embassies managing FLCs were asked to share the survey with the representatives of the FLC grantee projects approved for funding in 2019-2021. The survey was sent to the partners implementing the evaluation sample interventions as well as other partners implementing interventions representing the cooperation instruments and temporal scope of the evaluation that the evaluation team managed to identify. The majority of the survey invitations were sent to partners representing the CSO and PSI instruments (112 and 103, respectively). Those invited to undertake the survey were selected, when possible, based on their role in directly operationalising HRBA in programming.

A total of 59 responses were received. The majority of the respondents represented CSO funding instruments and CSOs (**Figure 16**) (27 responses representing the CSO instrument), while only three responses were received from ICI partners. Bilateral, multilateral, PSI and FLC instruments received 6-9 responses each.

**Figure 16** Numbers of survey respondents by instrument and organisation



Source: Evaluation team

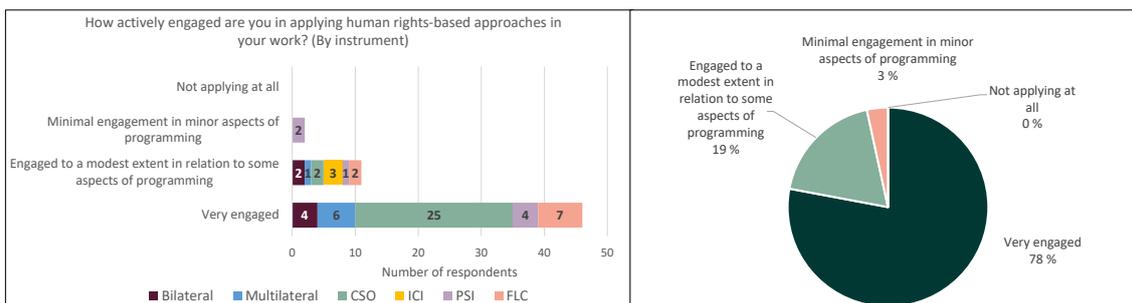
### Survey questions

The survey included multiple-choice and open-ended questions. The questions and the graphs developed for the multiple-choice questions are presented below.

How actively engaged are you in applying human rights-based approaches in your work? (select 1 option) (**Figure 17**)



**Figure 17 Engagement of respondents in applying human rights-based approach**



Source: Evaluation team

How aware are you of Finland's efforts to promote a human rights-based approach? (select 1 option) (Figure 18)

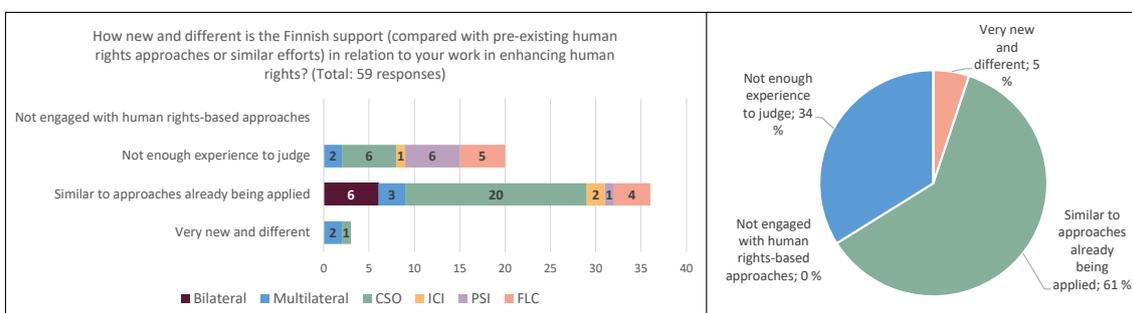
**Figure 18 Awareness of Finland's efforts to promote a HRBA**



Source: Evaluation team

How new and different is the Finnish support (compared with pre-existing human rights approaches or similar efforts) in relation to your work in enhancing human rights? (select 1 option) (Figure 19)

**Figure 19 Novelty and difference of Finnish HRBA**

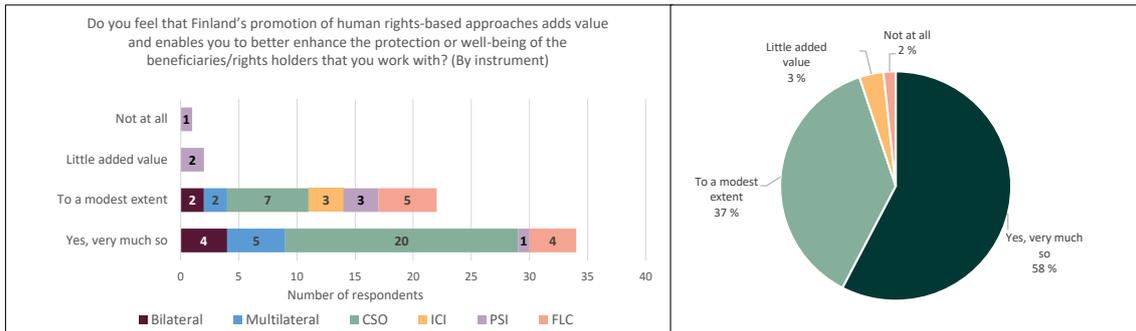


Source: Evaluation team

Do you feel that Finland's promotion of human rights-based approaches adds value and enables you to better enhance the protection or well-being of the beneficiaries/rights-holders that you work with? (select 1 option) (Figure 20)



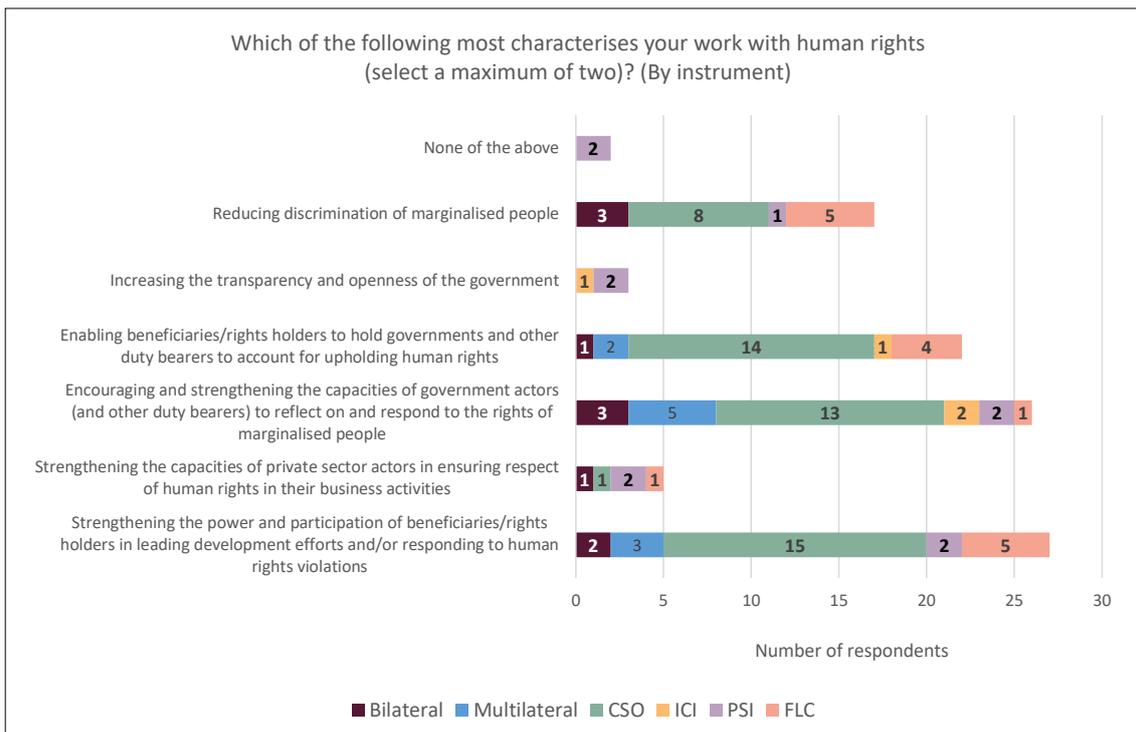
**Figure 20 Value added**



Source: Evaluation team

Which of the following most characterises your work with human rights (select a maximum of two)? (Figure 21)

**Figure 21 Characteristics of work with human rights**



Source: Evaluation team

The open-ended questions were:

1. If the human rights-based approach provides significant added value, please provide examples of this?
2. What (if anything) do you find important and useful from the Finnish approach to human rights in your work?
3. What (if anything) do you find problematic in the Finnish approach to human rights in your work?



## Annex 5: Evaluation matrix

EVALUATION QUESTIONS AND SUB-QUESTIONS	JUDGEMENT CRITERIA AND INDICATORS	DATA SOURCE AND COLLECTION METHOD	DATA ANALYSIS METHOD
<b>EQ1: How and to what extent has the Human Rights-Based Approach been applied in the planning, implementation, monitoring and reporting of development cooperation funded by the Ministry? (Document-based analysis)</b>			
<p><i>1.1. To what extent do interventions meet the criteria for the level of ambition identified during the planning stage in practice according to evidence? (Present evidence and compare MFA classification with the results from document text mining)</i></p>	<p>Levels of ambition <b>in plans</b> as reflected in the data science findings, i.e., comparison of MFA classification and other data Proportion of interventions within respective cooperation instruments integrating (in plans) HRBA at different levels of ambition</p>	<p>Documentation (intervention plans and their annexes), data science findings</p>	<p>Comparison and contrast with data science findings, across different cooperation instruments and in different contexts using additional document materials.</p>
<p><i>1.2. To what extent have the interventions delivered at the level of ambition of the initial HRBA marker identified at the beginning, as evidenced by documents? (Present evidence and compare with the results from 1.1)</i></p>	<p>Levels of ambition <b>in reports</b> as reflected in the data science findings, i.e., comparison of MFA classification and other data Proportion of interventions within respective cooperation instruments integrating (in reports) HRBA at different levels of ambition</p>	<p>Documentation (intervention reports and their annexes), data science findings</p>	<p>Comparison and contrast with data science findings, across different cooperation instruments and in different contexts using additional document materials.</p>



EVALUATION QUESTIONS AND SUB-QUESTIONS	JUDGEMENT CRITERIA AND INDICATORS	DATA SOURCE AND COLLECTION METHOD	DATA ANALYSIS METHOD
<b>EQ2: What have been the specific effects and value in actual terms of using the Human Rights-Based Approach for the effectiveness of development cooperation, more transformative changes and ultimately for the realization of human rights and development policy objectives?</b>			
<p>2.1. To what extent have the various cooperation instruments delivered on their intended role in the operationalization of the HRBA, e.g., as stated in the guidance note (Part II)?</p>	<p>Categorised, and where possible quantified, intended HRBA <b>implementation processes and outcomes</b> as described in the set targets of cooperation instruments, refined by analysis of interpretations by key stakeholders and partners regarding <b>achievements</b>, with particular emphasis on <b>contributing and contextual factors</b>, coded as related to:</p> <ul style="list-style-type: none"> <li>• potential negative impacts on human rights systematically prevented</li> <li>• growth in <b>capacities of rights-holders</b>, i.e., participation in the form of public engagement, voice of marginalised rights-holders</li> <li>• growth in <b>capacities of duty-bearers</b> and other responsible actors leading to accountability and fulfilment of their human rights obligations</li> <li>• creation of <b>processes</b> leading to <b>accountability and transparency</b></li> <li>• achievements in the creation of <b>processes and capacities</b> that address root causes of discrimination in legislation, customs, norms and practices</li> <li>• scale and quality of engagements in <b>strategic policy dialogue</b> to support all of the above</li> <li>• improvements in the <b>realisation of human rights</b> overall</li> </ul> <p>Each to be rated according to a three-point (traffic light) scale, with each rating qualified with contributing factors related to cooperation instruments/context/other issues</p>	<p>KIIs and FGDs in Helsinki and within case studies, documentation, survey</p>	<p>Comparison of intended processes across cooperation instruments (also contexts and other emerging factors)</p>
<p>2.2. How have these become enhanced by the application of the HRBA?</p>	<p>The <b>characteristics</b> (short/long-term, policy/practice, transformative/progressive/sensitive) and <b>scale</b> of <b>MFA, partner and contextual contributions to outcomes</b>, including the extent to which they are based on systematic analyses of the human rights situation, assessment of duty-bearer capacity and rights-holder voice enhancement, policy dialogue leading to policy influence as ultimately related to:</p> <ul style="list-style-type: none"> <li>• increased <b>awareness and application of human rights norms</b> and principles</li> <li>• <b>changes reflecting commitments to HRBA norms in institutions</b>, legislation and policies</li> <li>• <b>application of HRBA norms in development programming</b> and the practices of partners</li> </ul> <p><b>Extent to which contributing factors have been effectively managed</b> as related to partner responsiveness, adapting to contextual opportunities and obstacles, prevailing capacities, willingness to accept human rights norms, influence of development cooperation</p> <p>Each to be rated according to a three-point (traffic light) scale, with each rating qualified with contributing factors related to cooperation instruments/context/other issues</p>	<p>KIIs (and possible FGDs) within case studies and in Helsinki, documentation, survey</p>	<p>Comparison of contributions to outcomes across cooperation instruments (also contexts and other emerging factors)</p>



EVALUATION QUESTIONS AND SUB-QUESTIONS	JUDGEMENT CRITERIA AND INDICATORS	DATA SOURCE AND COLLECTION METHOD	DATA ANALYSIS METHOD
<p>2.3 <i>What have been the enabling factors and challenges for the Ministry in operationalising the HRBA, and to its effectiveness?</i></p>	<p>Categorisation of overall and cooperation instrument specific <b>enabling factors and obstacles to enhancing capacities among rights-holders and duty-bearers, and for changing norms/attitudes towards operationalisation of HRBA</b> principles at different levels:</p> <ul style="list-style-type: none"> <li>• Perceived <b>benefits from dialogue</b> for strengthening human rights legislation, norms, and practices</li> <li>• Capacity development/ <b>constraints as identified/experienced within the MFA</b></li> <li>• Capacity development/ <b>constraints as identified/experienced among partners</b></li> <li>• <b>Influence of project cycle factors</b> related to timeframes, demonstrating results, etc. on achieving HRBA aims</li> <li>• <b>Goal conflicts</b> identified/experienced/ overcome</li> </ul> <p>Other identified factors related to the <b>positioning of MFA in the landscape of development cooperation</b></p> <p>Each categorised according to the evaluation team's overall <b>assessment of the scale of the contribution to enablement/hindrance to effectiveness</b></p>	<p>KIIs within case studies and in Helsinki, survey</p>	<p>'Sensemaking' analyses among stakeholders triangulated with survey findings</p>
<p>2.4 <i>Which of the best practices available at the international level on HRBA implementation could the Ministry consider adopting, considering the findings from 2.3?</i></p>	<p>Comparison of findings from 2.3 with key findings from international experience as related to <b>divergences, gaps and opportunities</b> in the application of HRBA within different cooperation instruments</p>	<p>Overall findings, outside observer interviews, document review</p>	<p>Contrasting and comparing of field level findings with perspectives from outside observers and relevant documentation of international experience</p>
<p><b>EQ3: How is the HRBA interacting with risk management of development cooperation?</b></p>			
<p>3.1 <i>To what extent has the HRBA been integrated into the understanding of risks and risk management? What have been the implications of non/integration for the implementation and effectiveness of the HRBA (e.g., frequent areas of compromise)?</i></p>	<p>Quantity/type/proportions of <b>references to HRBA and human rights in intervention risk analyses</b> within different cooperation instruments</p> <p>Extent to which actors/ plans within different cooperation instruments actively integrate measures to reduce/manage risks of <b>negative effects of the intervention on the ultimate realisation of human rights</b></p> <p>Proportion of programming and extent to which actors/ plans within different cooperation instruments refer to results in the form of <b>reduced human rights risks related to application of HRBA measures</b></p> <p>Proportion of programming and extent to which actors/ plans within different cooperation instruments reflect <b>political economy analyses that encompass risks</b> of 'doing harm' and opportunities to manage such risks</p>	<p>KIIs (and possible FGDs) within case studies and in Helsinki, documentation, survey</p>	<p>Categorisation and quantification (as relevant) of perceived risks, triangulated with 'sensemaking' analyses to understand the background to how risks are perceived and managed</p>
<p>3.2 <i>Has using the HRBA increased any risks to the achievement of the objectives? If yes, how have these risks been managed and mitigated?</i></p>	<p>Proportion of <b>interventions where there are indications of increased risks</b> (and consequent negative outcomes related to <b>achieving objectives</b>)</p> <p><b>Factors identified that have led to materialised/increased risks</b></p> <p>Evaluation team's overall assessment of the <b>frequency and extent to which risks have been actively managed</b>, mitigated or avoided</p> <p>Descriptions of other <b>conundrums</b> arising from application of HRBA</p>	<p>KIIs (and possible FGDs) within case studies and in Helsinki, documentation, survey</p>	<p>Categorisation of risk management strategies, triangulated with 'sensemaking' analyses to understand the background to how risks are perceived and managed</p>



## Annex 6: Sample of interventions

Case study names: Longterm partnerships = HRBA in the context of long-term partnerships; Transition = HRBA in transition contexts; Conflict = HRBA in conflict context; Innovations = Innovations and trends towards transformational programming; Multilaterals = HRBA in partnering with multilaterals, where MFA influence is more limited; Headwinds = HRBA in severe headwinds; CCO = From cross-cutting objectives to HRBA, lessons from disability in development cooperation

INSTRUMENT/MODALITY	INTERVENTION NAME	COUNTRY	IMPLEMENTED BY	CASE
<b>Bilateral</b>	Forestry and Value Chains Development FORVAC	Tanzania	FCG International Ltd	Long-term partnerships
<b>Bilateral</b>	Elections and human rights in Tanzania 2019–2021./ Core support to LHRC	Tanzania	LHRC	Long-term partnerships
<b>Bilateral</b>	Strengthening accountability	Tanzania	Twaweza East Africa	Long-term partnerships
<b>Bilateral</b>	Accelerated Growth for Micro, Small and Medium-Sized Enterprises in Zambia (AGS) Programme	Zambia	AGS Team (Niras), in partnership with Ministry for Small and Medium Enterprise Development (MSMED)	Transition
<b>Bilateral</b>	Integrated Reproductive and Maternal Health Programme Phase VII (2018-2020)	Afghanistan	Marie Stopes International Reproductive Choices Afghanistan (MSIA)	Headwinds
<b>Country programming</b>	Country programme for development cooperation - Kenya 2021–2024	Kenya	MFA	Transition
<b>Country programming</b>	Country Programme for Development Cooperation - Mozambique 2021-2024	Mozambique	MFA	Long-term partnerships
<b>Country programming</b>	Country programme for development cooperation - Palestine 2021–2024	Palestine	MFA	
<b>Country programming</b>	Country programme for development cooperation - Somalia 2021–2024	Somalia	MFA	
<b>Country programming</b>	Country programme for development cooperation - Tanzania 2021–2024	Tanzania	MFA	Long-term partnerships
<b>CSO</b>	Empowered Girls Speak Out - Securing education of girls through sports in secondary schools and vocational.	Tanzania	Liike ry/SDA	Long-term partnerships
<b>CSO</b>	Empowering the Boys' Societies Through Sports and Health Education	Tanzania	Liikunnan kehitysyhteistyö Liike ry/SDA	Long-term partnerships
<b>CSO</b>	Youth Agency in Mufindi	Tanzania	Deaconess Institute in Helsinki/FCWC	Long-term partnerships



INSTRUMENT/MODALITY	INTERVENTION NAME	COUNTRY	IMPLEMENTED BY	CASE
CSO	Vutomi - My Life, a project part of My Body My Future	Mozambique	Plan International Finland Plan Mozambique /Associação Mahlahle	Long-term partnerships
CSO	Community strategies for climate-resilient livelihood	Zambia	Green Living Movement Suomi ry with Green Living Movement Zambia and Young Women's Christian Association (YWCA) Zambia	Transition
CSO	International Planned Parenthood Federation (IPPF): Core Funding 2021-2022	Global	IPPF	Innovations
CSO	DefendDefenders Protecting Democratic and Civic Space for Human Rights Defenders	East and Horn of Africa	Defend Defenders	Innovations
CSO	Finnish Evangelical Lutheran Mission (Felm) Development Cooperation Programme 2022-2025	Multi-country	Felm	Innovations
CSO	From Disparity to Dignity: Realizing Indigenous & Minority Rights in Development	Global and multi-country	Minority Rights Group International	Innovations
CSO	Promoting People's Right to Information and Freedom of Expression with Free and Pluralistic Media: Vikes Development Programme 2022-2025	Multi-country	Vikes	Innovations
CSO	Preventing sexual and gender-based violence in Malawi	Malawi	Väestöliitto	Innovations
CSO	Beyond Inclusion: A human rights-based approach to access services	Kenya	KIOS Foundation (KIOS)/partner 1	Headwinds
CSO	Enhancing Access to Justice for Sexual & Gender Minorities in Kenya	Kenya	KIOS/partner 2	Headwinds
CSO	Yene Raey 2 - My Body My Future January 2022–December 2025	Ethiopia	Plan International Finland/Ethiopia	Headwinds
CSO	The Network for Religious and Traditional Peacemakers Core Support, Global Program 2021-2024 and Annual Plan 2021	Global	FCA/The Network for Religious and Traditional Peacemakers (NRTP)	Headwinds
CSO	Disability Partnership Finland Development Cooperation Programme 2022-2025	global	DPF	Disability
CSO	Abilis Foundation Global Programme 2022-2025	global	Abilis	Disability
CSO	Promoting Sexual and Reproductive Health of Women and Girls with Disabilities in Kenyan Health Services	Kenya	Physicians for Social Responsibility Finland	Disability
CSO	Mongolian deaf community's linguistic identity empowerment	Mongolia	Lähetysyhdistys Kylväjä ry/ Finnish Lutheran Overseas Mission (FLOM)	Disability



INSTRUMENT/MODALITY	INTERVENTION NAME	COUNTRY	IMPLEMENTED BY	CASE
CSO	Unlocking doors to basic health and education for children with Sensory disabilities in Bara and Parsa districts of Nepal	Nepal	Physicians for Social Responsibility Finland	Disability
CSO	Women Challenged to Challenge	Kenya	Physicians for Social Responsibility Finland (PSR)	Disability
CSO	Kenyan Association for the Intellectually Handicapped	Kenya	Disability Partnership Finland (also support from Abilis)	Disability
CSO	Sustainable livelihoods for vulnerable children and youth in Tanzania	Tanzania	Finlands Svenska Pingstmission	Disability
CSO	West Bank Protection Consortium	Palestine	Norwegian Refugee Council (NRC)	Conflict
CSO	Contributing towards peace and justice through promoted resilience and livelihoods of women and young people in West Bank	Palestine	Finnish YMCA	Conflict
CSO	Support to implementation of National Reconciliation Framework	Somalia	Finn Church Aid (FCA)	Conflict
CSO	Daryeel Mobile Health Clinic Project in Afmadow town in Jubaland, Somalia	Somalia	Suomi-Somalia Seura ry	Conflict
CSO	Hiil Hooyo	Somalia	FSN	Conflict
FLC	Defending the rights of Human Rights Defenders: Core support for the implementation of their strategy	Tanzania	Tanzania Human Rights Defenders Coalition	Innovations
FLC	Mali na Daftari in Livelihood resilience for so in Tanzania	Tanzania	Tanzania Federation of Disabled Peoples' Organisations (SHIVYAWATA)	Disability
FLC	The Able Disabled	Armenia	CivilNet	Disability
FLC	Decent Employment for all Azerbaijan	Azerbaijan	Union of Disabled People's Organization of Azerbaijan	Disability
FLC	Wezesha Amani Mashinani na Mama (WAMAMA) (Grassroots Women Enabling Peace)	Kenya	Rural Women Peace Link (RWPL)	Conflict
ICI	THL-NAPSA Partnership	Zambia	Finnish National Institute of Health and Welfare (THL) and Zambian National Pension Scheme Authority (NAPSA)	Transition
ICI	Capacity building on the development of value chain of wood products industries in Vietnam	Vietnam	Natural Resources Institute	Transition



INSTRUMENT/MODALITY	INTERVENTION NAME	COUNTRY	IMPLEMENTED BY	CASE
ICI	UHMC-FMI Meteorology Project	Ukraine	Finnish Meteorological Institute (FMI)	Conflict
Multilateral	Empowering Adolescents with disabilities through Education and Civic engagement programs in the Ninewa Governorate	Iraq	UNFPA	Disability
Multilateral	African Development Fund (ADF), ADF-15 Concessional Donor Loan	Africa	ADF	Multilaterals
Multilateral	The Lifeline Embattled CSO Assistance Fund	Multi-country	Freedom House	Innovations
Multilateral	UNPRPD MPTF	global	UN	Disability
Multilateral	Core funding contribution to UN Women	Global	UN Women	Multilaterals
Multilateral	Core funding to African Development Bank	Africa	African Development Bank (AfDB)	Multilaterals
Multilateral	Core funding contribution to Green Climate Fund	Global	Green Climate Fund	Multilaterals
Multilateral	Establishment of innovation hubs in Finland	Global	UNICEF	Multilaterals
Multilateral	Human Rights, Inclusion and Empowerment Trust Fund	Global	World Bank	Multilaterals
Multilateral	Finland's support to the Enhanced Integrated Framework (EIF)	Global	EIF Partner Agencies / UN Secretariat	Multilaterals
Multilateral (multi-bi)	Chaguo Langu Haki Yangu 'My Rights My Choices' Protecting the Rights and Choices of Women and Girls, particularly Women and Girls with Disabilities in Tanzania	Tanzania	UNFPA	Long-term partnerships
Multilateral (multi-bi)	Finnish cooperation with UN Women in Kenya	Kenya	UN Women	Conflict
Multilateral (multi-bi)	Delivering on a child's right to education: Strengthening access and quality of learning in Syria (also in the disability case study)	Syria	UNICEF	Conflict
Multilateral (multi-bi)	Office of the High Commissioner for Human Right (OHCHR)s: OHCHR's Work on Women's Human Rights and Gender Equality	Multi-country	OHCHR	Innovations
Multilateral (multi-bi)	INT/Aid for Trade in Central Asia	Central Asia	United Nations Development Programme (UNDP)	Multilaterals
Multilateral (multi-bi)	Women and Girls First Programme in Myanmar	Myanmar	UNFPA	Multilaterals
Multilateral (multi-bi)	Sudan Family Support Programme (SFSP)	Sudan	World Bank	Multilaterals



INSTRUMENT/MODALITY	INTERVENTION NAME	COUNTRY	IMPLEMENTED BY	CASE
<b>Multilateral (multi-bi)</b>	Enhance women's roles in influencing the political process and contribution to peace building in Libya	Libya	UN Women	Multilaterals
<b>Multilateral (multi-bi)</b>	UNFPA Somalia women's and girls' well-being Country Programme, Somalia[2]	Somalia	UNFPA	Headwinds
<b>Multilateral (multi-bi)</b>	Delivering on a child's right to education: Strengthening access and quality of learning in Syria	Syria	UNICEF	Disability
<b>PSI: Finnfund</b>	Kasha	Kenya	Kasha Global Inc	Transition
<b>PSI: Finnfund</b>	Expansion of aquaculture business of Yalelo Limited	Zambia	Yalelo Ltd	Transition
<b>PSI: Finnpartnership</b>	Sera Helsinki's project expands to empower people with disabilities	Ethiopia	Sera Helsinki Oy	Disability
<b>PSI: Finnpartnership</b>	Bevetrade	Vietnam	Bevetrade Oy	Transition
<b>PSI: Finnpartnership</b>	Sustainable fertilizers	Zambia	BioSorbio Oy	Transition
<b>PSI: Finnpartnership</b>	Amani Care	Kenya	Amanihoiva Kotihoito Oy	Transition
<b>PSI: Finnpartnership</b>	Identifying Fair Trade partners and launching cooperation in Kenya and Tanzania	Kenya	Mifuko Oy	Transition
<b>PSI: Finnpartnership</b>	Preparation and planning of European Union (EU)-Vietnam REACH Information Centre	Vietnam	Chementors Oy	Transition
<b>PSI: Nordic Development Fund (NDF)</b>	Development of Green Climate Fund (GCF) Proposal on Transforming Landscapes and Resilience for Development Project (TRALARD) (2019-2020)	Zambia	World Bank (WB) and the Ministry of National Development Planning	Transition

# VOLUME 1 • MAIN REPORT



Ministry for Foreign  
Affairs of Finland