



EVALUATION

Programme-based Support through
Finnish Civil Society Organizations I



Evaluation on Finland's Development Policy and Cooperation

2016/4c

EVALUATION

EVALUATION OF THE PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS I

Felm

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2016/4c

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ACRONYMS AND ABBREVIATIONS

€	Euro
CBO	Community based organization
CC	Commune council
CCO	Crosscutting objective
CEAPRED	Center for Environmental and Agricultural Policy Research, Extension and Development
CEP	Community empowerment programme
CMC	Centre for Mental Health and Counselling
CMHP	Child Mental Health Programme
CS	Civil society
CSO	Civil society organization
CWS	Church World Service
DADO	District Agriculture Development Officer
DDC	District development committee
DEO	District education office
DOE	Department of education
EDAN	Ecumenical Disability Advocacy Network
EECMY	Ethiopian Evangelical Church Mekane Yesus
ELLEP	Enhancing Livelihood through Local Efforts Project
ELS	Evangelic Lutheran Church of Senegal
FAO	Food and agriculture organization of the United Nations
FCSO	Finnish civil society organization
FGM	Female genital mutilation
FSC	First Step Cambodia
GoF	Government of Finland
HH	Household
HiMWA	Huduma ya Maendeleo wa Wafugaji
HIV/AIDS	Human immunodeficiency virus/Acquired Immune Deficiency Syndrome
HRBA	Human rights based approach
ICC	International Cooperation Cambodia
IELA	The Evangelical Lutheran Church of Angola

KEPA	Umbrella organization for Finnish NGOs
KPF	Komar Pikar Foundation
LWF	Lutheran World Federation
M&E	Monitoring and evaluation
MFA	Ministry for Foreign Affairs of Finland
MTR	Mid-term review
NGO	Non-governmental organization
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
PETS	Public expenditure tracking survey
PHPA	Public hearing public auditing
PLHIV	People living with HIV
POLIGEP	Participatory options for livelihoods innovations and gender empowerment
PP	Programme period
RBM	Result based management
SAHAS	Group of Helping Hands - Nepal
SHG	Saving and rice bank
SLS	Suomen Lähetysseura
SMC	School management committee
TCRS	Tanganyika Christian Refugee Service
ToC	Theory of change
UNDP	United Nations Development Programme
WASH	Water, sanitation and hygiene
VBCD-FSN	Village Based Community Development - Food Security and Nutrition
VDC	Village development committee
VICOBA	Village community bank

TIIVISTELMÄ

Felm (aikaisemmin FELM) eli Suomen Lähetysseura on yksi kuudesta evaluoidusta kansalaisjärjestöstä, joka on saanut Ulkoministeriön monivuotista ohjelmataukea vuosina 2010–2015. Evaluointi perustuu seitsemän kansalaisjärjestökumppanin hankkeiden kenttätutkimuksiin, hankeasiakirjojen ja evaluointiraporttien läpikäymiseen sekä haastatteluihin.

Evaluoinnin mukaan Felmin kehitysyhteistyöohjelma on sen ja kansalaisjärjestökumppanien mandaatin mukainen ja se ottaa huomioon Suomen kehityspoliittisen linjauksen, etenkin ihmisoikeusperustaisen lähestymistavan. Suunnitellut tulokset on enimmäkseen saavutettu ja hankkeet ovat merkittävästi voimaannuttaneet yhteisöjä sekä tarjonneet apua ja tukea heikoimmille ja syrjäytetyille ihmisryhmille etäisillä alueilla. Felm hyödyttää kumppanijärjestöjä vahvistamalla niiden kapasiteettia ja antaen henkilöapua. Felmillä on hyvin kehittynyt tulosperustainen johtamisjärjestelmä, jota pitäisi laajentaa suuntaan niiden kapasiteetin kehittämiseksi. Hyviä tuloksia on saavutettu yhdistämällä asiantuntija-apu, säännöllinen seuranta ja kumppanijärjestöjen koulutus.

Avainsanat: evaluointi, kehitysyhteistyö, kansalaisjärjestö, tulosperustainen johtaminen, Felm

REFERAT

Utvärderingen av Finska Missionssällskapets (FMS) utvecklingssamarbetsprogram 2010-2015 är en av de sex första utvärderingarna av de finska civilsamhällsorganisationerna (CSO) som erhållit mångårigt, programbaserat stöd. Utvärderingen baserar sig på fältutredningar av sju civilsamhällesprojekt, en litteraturstudie och granskning av projektutvärderingsrapporter, i kombination med intervjuer.

Utvärderingen fann att FMS:s program är relevant och motsvarar FMS:s och dess CSO-partners mandat och ligger väl i linje med Finlands utvecklingspolitiska åtgärdsprogram, i synnerhet med ett mänskliga rättighetsbaserat tillvägagångssätt. De planerade prestationerna har till största del realiserats och projekten uppnår viktiga resultat gällande stärkandet av samhällen på lokal nivå och tillhandahållandet av tjänster till de mest utsatta och marginaliserade folkgrupperna i avlägsna områden. FMS:s kapacitetsutveckling och tekniska stöd skapar mervärde för CSO-partners. FMS har ett välutvecklat system för resultatbaserad styrning (RBM) vilket bör utvidgas till att omfatta CSO-partners genom kapacitetsutveckling. Positiva resultat har nåtts genom att kombinera teknisk support med tillsyn och kapacitetsbyggande av civilsamhälls partnerorganisationer.

Nyckelord: utvärdering, utvecklingssamarbete, samhällsorganisationer, CSO, RBM, FMS, Finska Missionssällskapet.

ABSTRACT

The evaluation of development cooperation programme of Felm (previously Finnish Evangelic Lutheran Mission, FELM) 2010-2015 is one of the first six evaluations on Finnish Civil Society Organizations (CSOs) receiving multianual programme-based support. The evaluation is based on field assessment of seven partner CSO projects, a desk study of documents and review of project evaluation reports together with interviews.

The evaluation found the Felm programme relevant for the mandate of Felm and its partner CSOs as well as regarding the Finnish Development Policy, especially in promoting the human rights based approach. The planned outputs have been mostly produced and the projects achieve important outcomes such as empowering communities and providing services to the most vulnerable and marginalised groups of people in remote areas. Partner CSOs receive value adding capacity building and technical assistance from Felm. There is a well-developed results based management system which should be further extended toward the partner CSOs to develop their capacity. Positive results have been achieved by combining technical assistance, regular monitoring and capacity building of partner CSOs.

Keywords: evaluation, development cooperation, CSO, RBM, Felm

YHTEENVETO

Suomen Lähetysseuran eli Felmin (vuoteen 2016 saakka FELM) kehitysyhteistyöohjelma on yksi kuudesta evaluoidusta kansalaisjärjestöstä, jotka ovat saaneet ohjelmataukea vuosina 2010-2015. Evaluoinnin tarkoituksena on tuottaa näyttöön perustuvaa tietoa ja ohjausta 1) tulosperustaisen johtamistavan parantamiseksi kansalaisjärjestöjen ohjelmatuon hallinnoinnissa, ja 2) parempien tulosten saavuttamiseksi kansalaisyhteiskuntaa tuettaessa.

Tausta ja metodit

Evaluointityötä ohjasi alkuvaiheen aikana valmisteltu evaluointimatriisi. Evaluointi perustuu kirjallisuuskatsaukseen, jossa läpikäytiin mm. ohjelma ja kumppanuussuunnitelmat, toimintasuunnitelmat, raportit ja tutkielmat, sekä haastatteluihin, joita on tehty Suomessa, Kambodžassa, Nepalissa ja Tansaniassa niin Felmin ja kansalaisjärjestökumppanien työntekijöille kuin myös hyödynsaajille ja sidosryhmille. Neuvoa antavia työpajoja järjestettiin tietojen todentamiseksi kenttätöön jälkeen edellä mainituissa kolmessa maassa ja Suomessa. Lisäksi evaluoinnissa käytiin läpi 18 hanke-evaluointiraporttia.

Felm on perustettu vuonna 1859 ja se on vanhin suomalainen kehitysyhteistyöjärjestö. Evaluointijakson aikana se oli jaettu kahteen sektoriin: kehitysyhteistyöhön ja kirkolliseen työhön. Nyt Felm toteuttaa kolmatta kumppanuusohjelmaansa, johon Suomen ulkoministeriö on myöntänyt 22 800 000 euroa kaudelle 2011-2013 ja 25 200 000 euroa kaudelle 2014-2016. Vuosien 2010-2015 Felmin kehitysyhteistyöohjelma on tukenut hankkeita 18 maassa ja hankkeiden määrä on pysynyt melko vakaana, keskimäärin 75-77 hanketta vuosittain yhteensä 53 kumppanin kanssa.

Evaluointijakson aikana toteutetut 113 hanketta jakautuivat yleisiin kehityshankkeisiin ja erillisiin vammaishankkeisiin. Lisäksi ohjelma sisältää katastrofi- ja vaikuttamistyön, teknisen tuen (asiantuntija-apu), kehitysviestinnän ja globaalin kasvatustyön. Felmin ohjelman tavoite on vähentää köyhyyttä ja toteuttaa ihmisoikeuksia mukaan lukien resurssien kanavoinnin tuotantoon ympäristön kannalta terveellä tavalla. Felmin läpileikkaavat teemat vuosille 2011-2016 ovat sukupuolten välinen tasa-arvo, vammaisten oikeuksien toteuttaminen, kokonaisvaltainen lähestymistapa HIV- ja AIDS-problematiikkaan, tietoisuus ympäristövaikutuksista ja kumppanien kapasiteetin parantaminen.

Lähes 70 % rahoituksesta käytetään paikallisten kumppanijärjestöjen hankkeisiin. Suurimmat Felm-rahoituksen saajat ovat sen kumppanijärjestöt Nepalissa, Tansaniassa, Etiopiassa ja Kambodžassa.

Tarkoituksenmukaisuus

Felmin kehitysyhteistyöohjelma vastaa tarkasti Felmin yleistä strategiaa sekä sen kumppanijärjestöjen strategioita: se keskittyy köyhimpien, heikkojen ja syrjäytettyjen ihmisten sekä vammaisten, naisten ja tyttöjen oikeuksien ja toimeentulon tukemiseen. Ohjelma seuraa Suomen vuosien 2007-2011 ja 2012-

2015 kehityspoliittisia linjauksia, vaikkakin ympäristöä, ilmastonmuutosta ja luonnonvarojen kestävää hoitoa voitaisiin huomioida vielä paremmin. Tarkastellut hankkeet osoittavat että ohjelma edistää dynaamista ja pluralistista kansalaisyhteiskuntaa.

Felmin ohjelma perustuu suurelta osin ihmisoikeusperustaiseen lähestymistapaan (HRBA), mikä käy selvästi ilmi kaikista tutkituista hankkeista. Useimmissa tapauksissa Felm on aloittanut HRBA:n kumppanijärjestöissä, joiden kapasiteettia on kehitetty sekä koulutuksella että seurantamatkojen aikana ja raporteista annetulla palautteella. Felm edistää kumppanijärjestöjen osallistumista Felmin ohjelman suunnitteluun yhteisten kokouksien ja työpajojen kautta. Läpinäkyvyyteen liittyen erilaiset ohjeistot ovat olleet käytössä koko ohjelmakauden ajan. Korruption vastainen ”nappi” on melko uusi asia, sillä se on otettu käyttöön Felmin verkkosivuilla vuoden 2015 lopussa.

Felmin vahvin suhteellinen etu on sen pitkäaikainen järjestelmällinen työ köyhimpien ja syrjäytettyjen ihmisten keskuudessa. Henkilökunta on hyvin koulutettua ja kumppanijärjestöjen valmiuksia parannetaan koko ajan. Organisaation rakenne, asiantuntija-apu joissakin projekteissa sekä alueelliset koordinaattorit useissa maissa tukevat kumppanien vahvaa sitoutumista ja hankkeiden valvontaa kentällä.

Joissakin tapauksissa kansallisen lain noudattaminen on haastavaa, koska se ei ota riittävän hyvin huomioon ihmisoikeuksia. Tämä vaatii vaikuttamistyötä, joka sisältyy moniin tutkituista hankkeista. Tutkituissa maissa on näyttöä pienistä kumppaneista, jotka ovat pystyneet vaikuttamaan kansallisellakin tasolla.

Tehokkuus

Evaluoituissa hankkeissa suurin osa tuloksista on saavutettu hankeasiakirjojen ja vuotuisten toimintasuunnitelmien mukaisesti. Useimmissa projekteissa tulokset liittyvät tukeen avunsaajien organisoimisessa ryhmiin, paikallisen toimeentulon parantamiseen ja tuottavuuden lisäämiseen koulutuksen ja teknologian siirron avulla sekä suorilla investoinneilla. Tietoisuuden lisääminen erilaisista ihmisoikeuksista ja oikeuksista avustuksiin on kansalaisjärjestökumppanien yleistä toimintaa.

Tulosperustaisen johtamisen ymmärtäminen ja toteuttaminen on lisääntynyt Felmissä merkittävästi evaluointijakson aikana ja työkaluja ja koulutusmateriaalia on kehitetty runsaasti. Uutta kaikenkattavaa tulosperustaista johtamisjärjestelmää on kehitetty tämän evaluoinnin aikana.

Evaluointi on pakollista jokaisen projekti- ja ohjelmavaiheen lopussa. Kahdeksantoista hanke-evaluointiraportin läpikäyminen osoitti kuitenkin että raporttien laatu on vaihteleva.

Ulkoministeriössä ohjelmaperustaisen tuen hallinnointi perustuu vain osittain virallisesti asetettuihin yhtenäisiin käytäntöihin. UM:n raportointiohjeilla ei ole ollut yhtenäistä tulkintatapaa ja raporteilta vaadittu yksityiskohtien määrä on riippunut hyvin paljon UM:n vastuuhenkilöstä.

Tuloksellisuus

Felmin vuotuiset suomenkieliset toimintakertomukset ovat hyvin kuvailevia ja suuri osa raportoinnista keskittyy raportointijakson toimintaan ja tuloksiin. Sekä itse toimintakertomus ja sen liitteenä oleva seurantataulukko sisältävät kuitenkin myös joitakin esimerkkejä ohjelmatavoitteiden saavuttamisesta eri maissa. Useimmat evaluoiduista hankkeista ovat pitkäaikaisia tai rakentuvat edellisten hankkeiden saavutuksille. Vaikka evaluoiduissa kansalaisjärjestö-hankkeissa on selkeästi tuloksia jotka edistävät ohjelman tavoitteiden saavuttamista, on niiden arviointi vaikeaa pelkkien loogisen viitekehysten sisältämien indikaattoreiden avulla

Useimmat tutkituista Felmin kumppanijärjestöistä ovat kooltaan pieniä ja niillä on suhteellisen korkeat hallinto/yleiskulut. Myös palkat muodostavat korkean osuuden kuluista, koska maaseudun neuvontatoimi, tietoisuuden lisääminen ja teknologian siirto ovat hyvin työvoimavaltaisia.

Kansalaisjärjestöt pitävät Felmiä arvossa ja ovat sitä mieltä, että se antaa paljon muutakin kuin vain taloudellista tukea. Laaja asiantuntija-apu mainittiin etenkin Kambodžassa ja Nepalissa. Felm on myös auttanut kumppaneita löytämään uusia rahoituslähteitä.

Kapasiteetin parantamiseksi Felm on järjestänyt koulutusta ja valmennusta, esimerkiksi johtajuus- ja johtamisasioissa sekä projektien tiiminmuodotuksessa Kambodžassa. Felm on luotettu pitkäaikainen kumppani, yleensä täsmällinen maksuasioissa, ja sen läheinen läsnäolo kohdemaissa tekee viestinnästä kitkatonta, säännöllistä ja suoraa. Felmiä pidetään joustavana kumppanina, joka tukee monenlaisia, paikallisille kansalaisjärjestöille tärkeitä teema-alueita.

Vaikutus

Mahdolliset projektivaikutukset vaihtelevat suuresti kumppanimaiden ja -järjestöjen välillä. Yhteinen piirre kaikille tutkituille hankkeille on, että vaikka pitkäaikaisia vaikutuksia onkin, niitä ei juurikaan mitata eikä raportoida. Tutkitut hankkeet ovat suhteellisen pieniä ja etenkin vaikuttamistyöstä on vaikea arvioida, miten pitkälle vaikutus voidaan liittää evaluoitavana oleviin hankkeisiin. Vaikka kaikilla tutkituilla kansalaisjärjestöillä on käytettävissään suhteellisen vähän varoja, ne ovat kuitenkin onnistuneet auttamaan heikoimpia väestöryhmiä kohdealueillaan.

Kestävyys

Kaikki tutkitut kumppanijärjestöt tuntevat omistajuutta hankkeistaan ja ne ovat suurelta osin kykeneviä ratkaisemaan omat ongelmansa. Kaikki tutkitut järjestöt ovat kokeneita, asioista perillä olevia sekä kansallisiin ja paikallisiin oloihin perehtyneitä. Kansalaisjärjestö-hankkeiden kestävyyttä vahvistavat vaikuttaminen julkisiin instituutioihin ja yhteistyö niiden kanssa, vahva kansalaisjärjestöjen valmiuksien kehittäminen ja yhteisöjen yhteyksien parantaminen resurssien hankkimiseksi ja hallituksen suuntaan. Joillakin tutkituista projekteista ei ollut dokumentoitua exit-suunnitelmaa; toisilla taas ei ole selviä kriteereitä sille, miten toiminta voidaan vaihteittain lopettaa.

Täydentävyys, koordinointi ja johdonmukaisuus

Kansalaisjärjestöohjelmien koordinointi ja täydentävyys vaihtelevat intervention alueesta ja työn painopisteestä riippuen. Vaikka palvelujen tuottaminen on hallitusten tehtävä, niiden rajalliset henkilö- ja taloudelliset resurssit työntävät kansalaisjärjestöille tärkeän täydentävän roolin. Säännöllinen yhteistyö, koordinointi sekä hyvien käytäntöjen ja kokemusten vaihto on auttanut kambodžalaisia ja nepalilaisia kansalaisjärjestöjä tukemaan toisiaan. Felm on helpottanut yhteistyötä omien kansalaisjärjestökumppaniensa ja muiden Kambodžassa työskentelevien kansalaisjärjestöjen välillä. Felm ja Suomen suurlähetystöt ovat vaihtaneet tietoja ja Felm on osallistunut Ulkoministeriön maakohtaisen strategian tekoon ainakin Nepalissa. Missään tutkimuksessa ei ole merkittävää koordinointia Suomen kahdenvälisen kehitysyhteistyön ja kansalaisjärjestöyhteistyön välillä. Suomen suurlähetystöt ovat tietoisia suomalaisten rahoittamista kansalaisjärjestöprojekteista ja toisinaan vierailevat kenttähankkeissa, mutta niillä ei ole mandaattia valvoa projekteja.

Kokemukset ja opit

Tärkeimmät kokemukset ja opit liittyvät ihmisoikeusperustaiseen lähestymistapaan, vaikuttavuuteen, tulosperustaiseen johtamiseen sekä Felmin tuottamaan lisäarvoon ja kestävyYTEEN. Felmin käyttämä ”kahden raiteen” lähestymistapa vammaisten huomioonottamisessa (sekä erillisiä vammaishankkeita että vammaisten huomioiminen kaikissa interventioissa) on helpottanut tavoitteiden saavuttamista. Kansalaisjärjestöverkostojen muodostaminen ja verkoston jäsenten koulutus on voimistanut järjestöjen ääntä mm. lasten seksuaalisen hyväksikäytön ja vammaisten oikeuksien suhteen. Säännöllinen yhteistyö, koordinointi ja hyvien käytäntöjen sekä oppien jakaminen on auttanut järjestöjä paremmin hyödyntämään tukea. Tulosperustaista johtamista on onnistuneesti kehitetty viime vuosina palkkaamalla henkilökuntaa, joka keskittyy erityisesti seurantaan ja evaluointiin, tekemällä osallistavaa suunnittelua ja kehittämällä henkilökunnan kapasiteettia koulutuksen ja palautteen avulla. Felmin läsnäolo tekee kommunikoinnista kitkatonta, säännöllistä ja suoraa, erityisesti kun aluekoordinaattori on onnistunut luomaan hyvän suhteen kumppanijärjestön kanssa. Kumppanijärjestöjen omistajuutta on tuettu antamalla niiden valmistaa hanke-ehdotus omaan strategiaansa perustuen ja antaen niille palautetta Felmin tärkeänä pitämien teemojen integroimiseksi ehdotukseen.

Päätelmät ja suositukset

Felmin kehitysyhteistyöohjelma saa aikaan tärkeitä tuloksia ja se on erittäin tarkoituksenmukainen sekä Felmin oman mandaatin että oikeudenhaltijoiden kannalta ohjelmamaissa. Suuri määrä suhteellisen pieniä hankkeita vaatii paljon henkilöstöä mutta tällä tavalla Felm on pystynyt saavuttamaan suuren määrän syrjäytettyjä ja haavoittuvassa asemassa olevia ihmisiä jopa syrjäisillä alueilla. Vaikuttamistyö on lisääntynyt viime vuosina ja kumppanijärjestöjen kapasiteetti sekä vaikuttamisessa että tulosperustaisessa johtamisessa on edelleen kehittymässä. Evaluaation suositukset ovat seuraavat:

1. Felmin pitäisi jatkaa oman kapasiteettinsa kasvattamista haavoittuvassa asemassa olevien ja syrjäytettyjen ryhmien voimaannuttamiseksi ja tehdä strateginen suunnitelma kuinka ympäristöasiat ja ilmastonmuutokseen sopeutuminen voidaan paremmin huomioida ohjelmassa käyttäen asiantuntija-apua sekä yhteistyötä muiden järjestöjen kanssa ja tekemällä yhteistyötä muiden ohjelmien sekä paikallishallinnon kanssa.
2. Interventioiden tehostamiseksi Felm voisi auttaa kumppanijärjestöjä löytämään muita rahoittajia lisätoimille samalla tai läheisellä alueella. Pienet hankkeet voisi rajoittaa sellaisiin, jotka testaavat uusia ja innovatiivisia lähestymistapoja. Niiden pitäisi jakaa oppeja mahdollisimman paljon muiden hankkeiden ja maiden kanssa.
3. Felmin pitäisi kehittää edelleen kumppanijärjestöjen vaikuttamistaitoja erillisellä rahoituksella käyttäen hyväksi ohjelman onnistuneita esimerkkejä. Tämä pitäisi erikseen huomioida työsuunnitelmissa ja kapasiteetin kehittämisessä virallisena koulutuksena, strategisena suunnitteluna sekä täydennyskoulutuksena. Kumppanijärjestöjä tulisi avustaa tekemään erittäin yksinkertaisia muutosteorioita silloin kun työskennellään ihmisoikeusloukkauksien parissa.
4. Felmin pitäisi jatkaa asiantuntija-avun antamista niissä maissa ja sektoreilla joilla ilmenee tarvetta, rakentaen kokemusten varaan ja miettien tarkkaan missä ja millä temaattisilla alueilla tarvitaan ulkomaista teknistä henkilökuntaa. Erillinen arviointi asiantuntija-avun tarpeesta voisi olla hyödyllinen päätöksentekoa varten.
5. Nyt kun tulosohtausjärjestelmä on lähes valmis, Felmin pitäisi systemaattisesti kehittää kumppanijärjestöjen kapasiteettia hankkeiden suunnittelussa, seurannassa ja raportoinnissa. Tämän tulisi sisältää raportoinnin tuloksista ja vaikutuksista sekä ihmisoikeusasioista.
6. Hankkeet, jotka ovat keränneet lähtökohtatietoa tulosindikaattoreista, pitäisi ohjeistaa keräämään, analysoimaan ja raportoimaan tietoa jaksoittaisista muutoksista. Tämä voi tapahtua joko budjetoimalla varoja erikseen taloussuunnitelmassa tai rekrytoimalla ulkopuolisen konsultin / yliopiston tekemään selvitykset ohjelmassa eriytetyllä budjetilla.
7. Hankkeiden evaluoinnissa pitäisi useammin käyttää yhdenmukaisia tehtävänkuvauksia niin, että kussakin käsiteltäisiin tietty määrä samoja kriteerejä (kuten OECD/DAC kriteerejä). Tämä mahdollistaisi vertailun ja metaevaluaation tekemisen. Felm on suunnitellut vaikutusevaluaation tekemistä vuonna 2017 ja hanke-evaluaatioiden metaevaluaatio voisi olla sen osana.
8. Kumppanijärjestöjen keskinäisen vaihtomatkat ja kokoukset sekä maiden sisällä että niiden välillä tulisi budjetoida, jotta lisättäisiin ideoiden vaihtoa ja oppimista.
9. Vaikutusta tulisi seurata ja raportoida säännöllisesti hanke- ja ohjelmatasolla.

10. Kumppanijärjestöjä tulisi tukea tekemään erillisiä exit-suunnitelmia, jotka perustuvat taloudelliseen ja sosiaaliseen kestävyyteen. Strategioiden pitäisi sisältää rahoittajien monipuolistamisen, yhteisöjen pääsyn käsiksi valtion avustuksiin ja palveluihin sekä kumppanijärjestöjen välisen oppimisen.
11. Ulkoministeriön pitäisi oppia Felmin kokemuksista kuinka ihmisoikeusasiat voitaisiin toteuttaa kahdenvälisissäkin hankkeissa. Koordinaation ja yhteistyön kansalaisjärjestöhankeiden kanssa pitäisi olla merkittävämpää Suomen kahdenvälisessä kehitysyhteistyössä ja suomalaisia kansanjärjestöjä pitäisi aina kuunnella kun valmistellaan kehitysyhteistyön maastrategioita.

SAMMANFATTNING

Utvärderingen av Finska Missionssällskapets (FMS) utvecklingssamarbetsprogram är en av de sex utvärderingar av de finska civilsamhällsorganisationerna (CSO) som erhållit mångårigt, programbaserat stöd. Syftet med utvärderingen är att ge evidensbaserad information och vägledning för att 1) förbättra resultatbaserad styrning av det programbaserade stödet för civilsamhällsorganisationer, och 2) att öka resultaten från finskt stöd till det civila samhället. Utvärderingen täcker åren 2010–2015.

Bakgrund och metoder

Utvärderingen gjordes med hjälp av en utvärderingsmatris, som förbereddes under inledningsfasen. Utvärderingen omfattade en litteraturstudie (program- och partnerplaner, arbetsplaner, rapporter och studier), kombinerat med intervjuer med anställda på FMS och partner-CSO i Finland, Kambodja, Nepal, Tanzania samt intervjuer med förmånsmottagare och intressenter. Rådgivande arbetsmöten organiserades för att bekräfta data efter fältbesök i de tre länderna och i Finland. Dessutom innehöll utvärderingen en genomgång av 18 projektutvärderingsrapporter.

FMS är den äldsta finska utvecklingssamarbetsorganisationen, grundad 1859. Under utvärderingsperioden delades FMS upp i två sektorer: utvecklingssamarbete och kyrkosamarbete och är för närvarande under implementering av dess tredje partnerprogram. För det tredje programmet har det finska Utrikesministeriet beviljat € 22 800 000 för perioden 2011–2013 och € 25 200 000 för 2014–2016. Under perioden 2010 till 2015 understödde FMS projekt i 18 länder och antalet projekt har varit relativt stabilt, med ett genomsnitt på 75–77 interventioner årligen med sammanlagt 53 partners.

De 113 utvecklingssamarbetsprojekt som utfördes under den utvärderade perioden bestod av landprojekt och särskilda funktionsnedsättningsprojekt. Dessutom innehåller programmet krisarbete, påverkansarbete, tekniskt stöd/expertiser och utvecklingskommunikation och global utbildning. Målet och syftet med FMS:s program är att bekämpa fattigdom och att förverkliga mänskliga rättigheter, inklusive kanalisering av resurser för miljövänlig produktion. FMS:s övergripande mål för åren 2011–2016 är jämställdhet mellan könen, förverkligandet av rättigheter för personer med funktionsnedsättning, en helhetssyn på HIV- och AIDS-frågor, medvetenhet om miljöpåverkan, och kapacitetsutveckling för partners.

Nästan 70 % av medlen går till partner CSO-projekt. De största mottagarna av FMS:s finansiering är CSO-partners i Nepal, Tanzania, Etiopien och Kambodja.

Ändamålsenlighet

FMS:s utvecklingssamarbetsprogram motsvarar väl den övergripande strategin, likväl som partner CSO:s strategier: det fokuserar på att stödja rättigheter och försörja för de fattigaste, utsatta och marginaliserade människor samt

funktionshindrade och kvinnor och flickor. Den är lika relevant i förhållande till finska utvecklingssamarbetespolitika riktlinjer för 2007-2011 som för 2012-2015, även om integrering av miljö, klimatförändringar och hållbar förvaltning av naturresurser fortfarande kan stärkas ytterligare. FMS bidrar till ett livskraftigt och mångfaldigt civilsamhälle, vilket framgår i de samplade projekten.

FMS programmet bygger till stor del på ett rättighetsbaserat tillvägagångssätt (HRBA) och detta är tydligt i alla samplade projekt. Funktionsnedsättning integreras i alla de besökta projekten. FMS uppmuntrar deltagandet av CSO-partners i FMS programplanering genom gemensamma planeringsmöten och workshops. Olika uppförandekoder, relaterade till transparens, har varit på plats under hela programperioden. En "anti-korruptionsknapp" introducerades på hemsidan i slutet av 2015 och är därmed relativt ny.

Den starkaste jämförelsebara fördelen med FMS är dess långsiktigt systematiska arbete med de fattigaste och mest marginaliserade människorna. Personalen är väl utbildad, och kapaciteten hos CSO-partners stärks kontinuerligt. Organisationsstruktur med tekniskt stöd i vissa projekt och regionala samordnare i ett antal länder främjar ett nära engagemang och uppföljning av CSO-partners fältprojekt.

I vissa fall är anpassningen till den nationella lagstiftningen utmanande eftersom mänskliga rättigheter inte är tillräckligt betonat i landets nationella lagstiftning. Detta kräver påverkansarbete vilket omfattas av många av de besökta projekten. Bland sampelländerna finns det bevis på hur små partners lyckats uppnå effekter på lång sikt även på nationell nivå.

Effektivitet

Inom de utvärderade projekten, har de flesta prestationerna uppnåtts som planerat enligt projektdokument och årliga arbetsplaner. För de flesta projekten är prestationerna relaterade till skapandet av grupper, förbättring av lokala näringar och ökning av produktiviteten genom utbildning, tekniköverföring och direktinvesteringar i samhällen. Att öka medvetenhet om mänskliga rättigheter är en gemensam aktivitet som erbjuds av CSO-partners.

Förståelsen och genomförandet av resultatbaserad styrning i FMS har ökat markant under den utvärderade perioden och omfattande utveckling av verktyg och utbildningsmaterial har utformats. Ett nytt övergripande RBM-system är planerat under tiden för denna utvärdering.

Utvärdering är obligatorisk i slutet av varje projekt och programfas. Utvärderingsresultaten används för att informera program- och projektplanering och genomförande. Granskningen av de 18 projektutvärderingsrapporterna visar att kvaliteten varierar.

Vad gäller UM, så är styrningen av det programbaserade stödet endast delvis beroende av formellt fastställd och gemensam praxis. Det har inte funnits någon enhetlig tolkning eller förståelse för UM:s riktlinjer för rapportering, med följd att detaljnivån i rapporteringen har berott mycket på UM:s handläggare ansvariga för uppföljning.

Resurseffektivitet

FMS:s årliga programberättelse (på finska) är väldigt beskrivande och en stor del av rapporteringen är inriktad på aktiviteter och prestationer genomförda under rapportperioden. De beskriver emellertid också några resultatexempel från varje land per programmål både i narrativ liksom i bifogad resultatmatris. De flesta av de samplade projekten är långsiktiga eller bygger vidare på resultaten som uppnåtts i tidigare projekt. Medan de samplade CSO-projekten visar tecken på projektresultat som bidrar till resultat på längre sikt, är det svårt att bedöma dem enbart baserat på logframe indikatorer.

I de utvalda projekten, är prestationerna som relaterar till opinionsbildning begränsade på nationell nivå, eftersom CSO-partners huvudsakligen är verk-samma i lokala sammanhang och projekten är ganska små, eller eftersom det inte ligger i deras uppdrag att bedriva påverkansarbete.

De samplade CSO-partnerna är små organisationer som har relativt hög för-valtning/allmänna kostnader. Även löner utgör en stor andel av utgifterna eftersom landsbygdsrådgivning, ökad medvetenhet och tekniköverföring är mycket arbetskrävande.

I allmänhet uppskattade partner-CSO FMS:s insats och uppfattade det erbjud-na stödet som mycket mera än endast ekonomiskt understöd. Omfattande tek-niskt stöd genom olika kompetenser och yrkesfärdigheter nämndes särskilt i Kambodja och Nepal. FMS har också bidragit till att partners fått tillgång till nya finansieringskällor.

FMS har tillhandahållit olika typer av kapacitetsutveckling i form av utbild-ning och coachning, dvs. för ledarskap och förvaltning samt teambuildingpro-jekt i Kambodja. FMS är en betrodd långsiktig partner. Dess utbetalningar är mestadels punktliga och dess närvaro i länderna gör kommunikationen enkel, regelbunden och direkt. FMS anses vara en flexibel partner som stöder ett brett spektrum av tematiska områden som är av intresse för lokala CSO.

Effekter på lång sikt

Bedömningen av eventuell effekt på lång sikt varierar kraftigt mellan partner-länderna och organisationerna. Den gemensamma nämnaren för alla samplade projektinsatser är att även om långsiktiga effekter skulle kunna uppstå i insat-serna, så mäts eller rapporteras de inte. De samplade interventionerna är av relativt liten omfattning och det är svårt att uppskatta till vilken utsträckning effekt kan hänföras till de utvärderade projekten, särskilt när det gäller påver-kansrelaterade aktiviteter. Alltjämt, om man ser till det faktum att alla CSO har tillgång till relativt blygsamma resurser, har de lyckats skapa en grund för positiva effekter hos de mest utsatta befolkningsgrupperna i de berörda områdena.

Hållbarhet

Alla samplade CSO-partners tar fullt egenansvar för sina egna insatser och kan till stor del lösa sina egna problem. De är alla erfarna, kunniga och förtrogna med den nationella och lokala kontexten och kan mestadels uppfordra stöd när det behövs. Faktorer som bidrar till hållbara CSO-projekt omfattar samarbete

med och påverkan på offentliga institutioner, stark kapacitetsutveckling av CSO och förbättring av länkar mellan samhällen och resursmobilisering och regering. Några av de samplade projekten har inte en dokumenterad exitstrategi och för några av dem finns det ingen dokumentation av tydliga kriterier för utfasning.

Komplementaritet, samordning och samstämmighet

Samordningen och komplementariteten mellan olika CSO-program varierar mellan geografiska insatsområden och arbetsfokus. Medan tillhandahållandet av service är regeringens ansvar, kräver dess begränsade mänskliga och ekonomiska resurser att CSO spelar en viktig och komplementär roll. Regelbundet samarbete, samordning och utbyte av god praxis och lärdomar har möjliggjort för kambodjanska och nepalesiska CSO att utbyta stöd och kunskap. FMS har underlättat utbyten mellan CSO-partners och andra enskilda organisationer som arbetar i Kambodja. FMS och de finska ambassaderna har samarbetat inom informationsutbyte och FMS har bidragit till planeringen av UM:s landstrategier. Det finns ingen signifikant samordning med finskt bilateralt samarbete i något av länderna. De finska ambassaderna är medvetna om de finskfinansierade CSO-projekten och besöker ibland fältverksamheten, men de saknar mandat att övervaka projekten.

Lönerna för lokalt anställda befanns vara på en genomsnittlig nivå medan löneandelen av totala budgeten varierar kraftigt vilket visar de olika metoderna hos de utvärderade CSO. Dessa kostnader är fasta utgifter med liten årlig variation, vilket innebär att det kan vara mer effektivt att öka antalet viss personal och att utvidga till nya arbetsområden eller nya samhällen

Lärdomar

De viktigaste lärdomarna angår ett rättighetsbaserat tillvägagångssätt, opinionsbildning, användning av resultatbaserad styrning, mervärde från FMS och hållbarhet. FMS använder en "twin track" metod som innebär att det finns separata funktionsnedsättningsprojekt som direkt bidrar till programresultat, samtidigt som funktionsnedsättningsfrågor integreras i alla andra åtgärder. Detta har resulterat i förbättrad prestation inom området för detta genomgående mål. Genom att bilda CSO-nätverk och att skola nätverkets medlemmar har organisationernas röst även stärkts i frågor så som sexuellt utnyttjande av barn och rättigheter för personer med funktionsnedsättning. Regelbundet samarbete, samordning och utbyte av god praxis och lärdomar har gjort det möjligt för organisationerna att dra nytta av stödet. Resultatstyrning (RBM) har utvecklats framgångsrikt under de senaste åren genom att anställa personal som arbetar specifikt med uppföljning och utvärdering, utför deltagande planering och utvecklar personalens kapacitet genom skolningar och feedback. FMS:s närvaro är fördelaktig för smidig, regelbunden och direkt kommunikation, särskilt i de fall där områdeskoordinatören lyckats bygga upp en god relation med partnerorganisationen. Partnerorganisationernas egenansvar har vuxit genom att låta dem utarbeta sina förslag på basen av deras egna strategier och följaktligen ge feedback för att förbättra förslagen genom att integrera de tillvägagångssätt som FMS anser vara viktiga.

Slutsatser och rekommendationer

FMS:s program uppnår viktiga resultat och det är högst relevant för de berättigade i programmets samarbetsländer. Ett stort antal relativt små projekt kräver mycket personalresurser, men på detta sätt, har FMS lyckats nå ett högt antal marginaliserade och sårbara människor, även på landsbygden.

Juridiskt arbete har ökat under senare år och kapaciteten hos partner-CSO har ökat inom området och RBM fortsätter att utvecklas. Utvärderingen rekommenderar följande:

1. FMS bör fortsätta att utveckla sin starka kapacitet inom stärkande av de mest sårbara och marginaliserade grupperna och dessutom, formulera en strategisk plan för hur miljö och klimatförändringar kan normaliseras bättre inom programmet genom att använda teknisk support, samarbete med andra samhällsorganisationer och koordination med andra program och den lokala regeringen.
2. För att stärka effektiviteten av insatserna, kan FMS hjälpa partnersamhällsorganisationen att hitta andra bidragsgivare för kompletterande aktiviteter inom samma eller närliggande områden, medan små projekt skulle kunna begränsas till de pilotprojekt som prövar nya och innovativa tillvägagångssätt, för att, så mycket som möjligt, dela med sig av lärdomar mellan projekt och länder.
3. Genom att använda lyckade exempel från projektet, bör FMS fortsätta att utveckla samhällsorganisationers kapacitet att påverka genom en separat bidragsmekanism och tid. Detta bör hanteras separat i arbetsplaner och genom kapacitetsutveckling genom formell träning, strategisk planering och i service support, liksom att stötta några CSO att konstruera en väldigt enkel förändringsteori ("Theory of Change") när projektets resultat är relaterade till svåra människorättssituationer.
4. FMS bör fortsätta att ge tekniskt stöd i länder och sektorer där det finns behov, bygga vidare på tidigare erfarenheter och noga överväga var och inom vilka tekniska områden som internationell teknisk personal behövs. En separat utvärdering av tekniskt stöd skulle kunna gynna beslutsfattande.
5. I och med att RBM systemet nästan är klart, bör FMS fortsätta att systematiskt bygga kapacitet för partnersamhällsorganisationer i planering, kontroll och rapportering av sina projekt. Detta bör innefatta korrekt rapportering av resultat och bidra till effekter på lång sikt och mänskliga rättigheter.
6. De projekt som har samlat baslinjeinformation på resultatindikatorerna bör instrueras om att samlas in, analysera och rapportera data över periodiska förändringar, antingen genom medelstillsdelning för detta i projektbudgeten eller genom att engagera en utomstående konsult/universitet för att utföra kartläggningarna genom en separat budget inom programmet.

7. Mer standardiserade arbetsbeskrivningar bör användas för utvärderingar som täcker ett minimum av gemensamma kriterier (såsom OECD/DAC kriterier) för att möjliggöra någon jämförelse. FMS har planerat en utvärdering av effekter på lång sikt under 2017 och en metautvärdering av projektutvärderingarna som del i effektutvärderingen.
8. South-South utbyten mellan partner-CSO inom och mellan länder bör budgeteras för, för att öka tvärbefruktning av idéer och gemensamt lärande av varandras tillvägagångssätt och projekt.
9. Påverkan bör kontrolleras regelbundet och rapporteras på projekt och programnivå.
10. Partner-CSO bör stödas för att utveckla separata exitstrategier baserade på ekonomisk och social hållbarhet. Strategierna bör innehålla diversifieringen av fondgivarbaser, stärka samhällets tillgång till resurser och service från regeringen och även delande av information och lärande mellan samhällsorganisationer, som visat positiva exempel från exempelländerna.
11. Utrikesministeriet bör dra lärdom av FMS initiativ om hur mänskliga rättigheter kan integreras i genomförandet av bilaterala projekt. Samordning och samarbete mellan CSO-program bör vara mer framstående i finskt bilateralt samarbete och civilsamhällsorganisationerna bör konsulteras när landstrategierna för utvecklingssamarbete förbereds.

SUMMARY

The evaluation of development cooperation programme of Felm (until 2016 called FELM, Finnish Evangelical Lutheran Mission) is one of the six evaluations of Finnish Civil Society Organizations (CSOs) receiving multiannual programme-based support. The purpose of the evaluation is to provide evidence-based information and guidance on how to 1) improve the results-based management approach of the programme-based support to Civil Society, and 2) enhance the achievement of results from Finnish support to civil society. The evaluation period is 2010-2015.

Background and methods

The evaluation work was guided by an evaluation matrix prepared during the inception phase. The evaluation covered desk study of documents (programme and partner programme plans, work plans, reports and studies) together with interviews with Felm and partner CSO staff in Finland, Cambodia, Nepal and Tanzania as well as interviews with beneficiaries and stakeholders. Consultative workshops were organised to validate the data after the fieldwork in the three countries and in Finland. In addition, the evaluation included review of 18 project evaluation reports.

Felm is the oldest Finnish development cooperation organization, established in 1859. During the evaluation period, it was divided into two sectors: development cooperation and church cooperation and it is currently implementing its third partnership programme. For the third programme, the Ministry for Foreign Affairs of Finland granted € 22,800,000 for the period 2011-2013 while € 25,200,000 were granted for 2014-2016. Over the period 2010-2015, the Felm programme has supported projects in 18 countries, and the number of projects has been rather stable, averaging 75-77 interventions annually with altogether 53 partners.

The 113 development cooperation projects implemented during the evaluation period included country projects and distinct disability projects. Moreover, the programme includes emergency work, advocacy, technical support/experts and development communication and global education. The goal and the purpose of the Felm programme address the reduction of poverty and the realisation of human rights, including the channelling of resources to production in an environmentally sound way. Felm's cross-cutting issues for 2011-2016 are gender equality, realisation of rights of persons with disabilities, holistic approach to the HIV and AIDS issues, awareness of environmental impacts, and building of partner capacities.

Almost 70% of funds go to the partner CSO projects. The largest recipients of funding are the partners in Nepal, Tanzania, Ethiopia and Cambodia.

Relevance

The Felm development cooperation programme corresponds closely to its overall strategy as well as to the strategies of partner CSOs: it focuses on supporting the rights and livelihoods of the poorest, vulnerable and marginalised people as well as the disabled and women and girls. It is equally relevant to the Finnish development cooperation policies of 2007-2011 and 2012-2015, although the mainstreaming of environment, climate change and sustainable management of natural resources could still be further strengthened. It is contributing to the vibrant and pluralistic civil society as evidenced in the sampled projects.

The Felm programme is largely based on human rights based approach (HRBA) and this is evident in all the sampled projects. Disability is mainstreamed in all the visited projects. Felm promotes the participation of partner CSOs in Felm's programme planning through joint planning meetings and workshops. Related to transparency, various codes of conduct have been in place throughout the programme period. An anti-corruption button was launched on the Felm website at the end of 2015 and is thus relatively new.

The strongest comparative advantage of Felm is its long-term systematic work with the poorest and marginalised people. The staff is well trained while the capacity of partner CSOs is continuously built. The organizational structure with technical assistance in some projects and regional coordinators in a number of countries support close engagement and monitoring of partner CSO projects in the field.

In some cases, the alignment with the national law is challenging as human rights are not sufficiently considered by the country's national law. This calls for advocacy which is covered by many of the visited projects. In the sampled countries, there is evidence of small partners that have also created national level impact.

Efficiency

In the sampled projects, most outputs have been achieved as planned in the project documents and annual work plans. For most projects, the outputs are related to creating groups, improving local livelihoods and increasing productivity through training, technology transfer and direct investment in communities. Raising awareness on different human rights and entitlements is a common activity offered by the partner CSOs.

The understanding and implementation of result based management in Felm has increased significantly during the evaluation period, and extensive development of tools and training materials has taken place. A new overarching RBM system was being planned at the time of this evaluation.

Evaluation is mandatory at the end of each project and programme phase. Evaluation findings are used to inform programme and project planning and implementation. The review of the 18 project evaluation reports shows, however, that their quality varies.

As for the MFA, the management of the programme-based support depends only partially on any formally established unified practices. There has been no unified interpretation or understanding on the MFA reporting guidelines,

and hence the request for the level of detail in the reporting has depended very much on the MFA desk officer in charge of monitoring

Effectiveness

The Felm annual programme narrative reports (in Finnish) are highly descriptive and much of the reporting focuses on activities and outputs completed during the reporting period. They do, however, also describe some outcome examples from each country per programme objective both in the narrative section and in the annexed results record matrix. Most of the sampled projects are long-term or build on the achievements of previous projects. Whereas the sampled CSO projects show evidence of project results contributing towards programme outcomes, it is difficult to assess them solely based on programme logframe indicators.

The sampled partner CSOs are small organizations which have relatively high administration/general costs. Salaries also constitute a high percentage of the expenditure as rural extension, awareness raising and technology transfer are very labour intensive.

CSOs generally valued Felm's input and regarded the support as offering much more than financial support. Extensive technical assistance through diverse expertise and professional skills was mentioned especially in Cambodia and Nepal. Felm has also contributed to partners accessing new sources of funding.

Felm provided different types of capacity building in the form of training and coaching, i.e., for leadership and management as well as project team building in Cambodia. Felm is a trusted long-term partner, mostly punctual with disbursements and close presence in the countries, which makes the communication smooth, regular and direct. Felm is considered a flexible partner supporting a wide range of thematic areas that are important to local CSOs.

Impact

The assessment of possible project impacts varies greatly between the partner countries and organizations. The common feature for all sampled project interventions is that although long-term impact might emerge in the interventions, it is not measured nor reported. The sampled interventions are relatively small in scale and it is difficult, especially for the advocacy related activities, to estimate how far the impact can be attributed to the projects under evaluation. Still, looking at the fact that all CSOs have relatively modest funding available, they have managed to create a basis for an impact with the most vulnerable groups in the population of the targeted areas.

Sustainability

All the sampled partner CSOs fully own their own interventions, and they are largely capable of solving their own issues. They are all experienced, knowledgeable and conversant with the national and local context and mostly able to acquire support when needed. The factors of sustainability for the CSO projects include the collaboration and impact on public institutions, strong capacity building of CSOs and improvement of linkages of communities to resource mobilisation and to the government. Some of the sampled projects did not have

a documented exit strategy, and for some of them there is no documentation of clear criteria for phasing out.

Complementarity, coordination, and coherence

The coordination and complementarity of CSO programmes vary between the geographical areas of the intervention and the focus of the work. While service delivery is the purview of government, limited human and financial resources require CSOs to play an important complementing role. Regular cooperation, coordination and exchange of good practices and lessons learned have enabled the Cambodian and Nepalese CSOs to leverage the support and knowledge of each other. Felm has facilitated exchanges between partner CSOs and other CSOs working in Cambodia. Felm and the Finnish embassies have had cooperation in sharing information and Felm has contributed to the planning of MFA country strategy at least in Nepal. There is no significant coordination with Finnish bilateral cooperation in any of the countries. The Finnish embassies are aware of the Finnish funded CSO projects and occasionally visit field activities, but they do not have a mandate to monitor the projects.

Lessons learned

The most important lessons learned relate to the human rights based approach, advocacy, use of results based management, value added by Felm, and sustainability. The “twin track” approach used by Felm (having both separate disability projects and mainstreaming disability issues in all other interventions) has resulted in improving the achievement of this cross-cutting objective. Forming of CSO networks and training of network members have strengthened the voice of organizations i.e. concerning the issues of children’s sexual abuse and rights of people with disability. Regular cooperation, coordination and exchange of good practices and lessons learnt has enabled them to leverage the support. RBM has been successfully developed in recent years through employing staff working specifically on M&E, conducting participatory planning and developing staff capacity through training and feedback. The close presence of Felm is beneficial for smooth, regular and direct communication, especially when the area coordinator has managed to build a good relationship with the partner CSO. The ownership by partner CSOs has been increased by letting them prepare their proposals based on their own strategies and consequently providing them feedback to improve the proposal by integrating approaches considered important by Felm.

Conclusions and recommendations

The Felm development cooperation programme is achieving important outcomes and it is highly relevant both for Felm’s own mandate and for the rights holders in the countries of programme implementation. A high number of relatively small projects requires a lot of human resources but in this way Felm has been able to reach a high number of marginalized and vulnerable people even in remote areas. Advocacy work has increased in recent years and the capacity of partner CSOs in this and in RBM continues to be developed. The evaluation recommendations are the following:

1. Felm should continue building on its strong capacity in empowering the most vulnerable and marginalised group and, in addition, formulate a strategic plan on how environmental issues and climate change adaptation can be better mainstreamed in the programme by using technical assistance, cooperation with other CSOs and coordination with other programmes and the local government.
2. To increase efficiency of interventions, Felm could assist the partner CSOs to find other funders for complementary activities in the same or adjacent area, while small projects could be limited to those piloting new and innovative approaches, as much as possible sharing lessons learned between projects and countries.
3. By using the successful examples from the programme, Felm should further develop advocacy capacities in CSOs through a separate funding and time allocation. This should be separately addressed in work plans and through capacity development through formal training, strategic planning and in-service support, as well as assisting some CSOs in constructing a very simple Theory of Change when the project outcomes are related to difficult human rights violation situations.
4. Felm should continue providing technical assistance in countries and sectors where needs arise, building on the past experience and carefully considering where and in what thematic areas expatriate technical staff is needed. A separate evaluation of technical assistance might be beneficial for decision-making.
5. With the near completion of the RBM system, Felm should continue systematically building the capacity of partner CSOs in planning, monitoring and reporting of their projects. This should include adequate reporting on outcomes and contribution to the impact as well as on human rights issues.
6. The projects that have collected baseline information on the result indicators should be instructed to collect, analyse and report data on the periodic changes, either by allocating funds for this in the project budget or engaging an outside consultant/university to conduct the surveys through a separate budget in the programme.
7. More standardised terms of reference should be used for evaluations so that they would cover a minimum of shared criteria (such as the OECD/DAC criteria) to enable some comparison. Felm has planned an impact evaluation in 2017 and a meta-evaluation of project evaluations should be conducted as part of the impact evaluation.
8. South-south exchanges between CSO partners within and between countries should be budgeted to increase cross-fertilisation of ideas and learning from each other's approaches and projects.
9. Impact should be regularly monitored and reported at project and programme level.

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10. Support the partner CSOs in building separate exit strategies based on financial and social sustainability. The strategies should include the diversification of donor base, building communities' access to resources and services from the government as well as sharing and learning between the CSOs as shown by positive examples in the sampled countries.
 11. The MFA should learn from Felm initiatives how mainstreaming of human rights issues can be implemented in bilateral projects. Coordination and cooperation with CSO programmes should be more prominent in Finnish bilateral cooperation and Finnish CSOs should be consulted when preparing country strategies for development cooperation.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Relevance		
The Felm development cooperation programme corresponds closely to the Felm overall strategy and the partner civil society organization (CSO) strategies: it focuses on supporting the rights and livelihoods of the poorest, vulnerable and marginalised people as well as the disabled and women and girls. The programme is relevant to the priorities of the 2007-11 and 2012-15 Finnish development policies and also to the national policies in the sampled countries. Although the priorities of poverty reduction and human rights are well embedded in the programme, the environment, climate change and sustainable natural resource management issues have received less attention.	The Felm programme is well in line with the Finnish development policies and national policies in the programme countries. The projects correspond to the strategic priorities of Felm and its partner CSOs with a strong focus on the most vulnerable and marginalised people. The mainstreaming of environmental issues takes time and it has not traditionally been the core expertise of Felm.	Recommendation 1: Felm should continue building on its strong capacity in engaging with the most vulnerable and marginalised group and, in addition, formulate a strategic plan on how environmental issues and climate change adaptation can be better mainstreamed in the programme by using technical assistance, cooperation with other CSOs and coordination with other programmes and the local government.
Efficiency		
In the sampled projects, most outputs have been achieved as planned by themselves in the project documents and annual work plans, which indicates efficiency. During the evaluation period, Felm has supported a high number of small projects which requires a lot of human and administrative resources from Felm and relatively high administration/general costs from the partner CSO. Most partner CSOs have also other funders although in some cases the projects may work in completely different geographical areas from the Felm funded interventions.	The partner CSOs are able to implement their own development projects and achieve results which benefit project beneficiaries. As shown in some of the sampled projects, the expenditure on administration (office, administrative staff) can be relatively high while there is also a lot of need for staff at local level. Also monitoring and technical support requires a lot of resources from Felm.	Recommendation 2: To increase efficiency of interventions, Felm could assist the partner CSOs to find other funders for complementary activities in the same or adjacent area, while small projects could be limited to those piloting new and innovative approaches, as much as possible sharing lessons learned between projects and countries.

Findings	Conclusions	Recommendations
The projects implemented by Felm's partner CSOs address a great variety of human rights and this is clearly the comparative advantage of the programme. These rights are, however, often neglected even if considered in national policies. To overcome the problem, Felm builds the capacity of partner CSOs who in their turn empower the communities to form community based organizations and advocate for their rights at local level. However, sometimes changes would be needed at national level.	CSO networks and joint advocacy have been supported successfully in some countries as many of the sampled CSO partners are small, and alone they are not able to advocate for changes at national level.	Recommendation 3: By using the successful examples from the programme, Felm should further develop advocacy capacities in CSOs through a separate funding and time allocation. This should be separately addressed in work plans and through capacity development through formal training, strategic planning and in-service support, as well as assisting some CSOs in constructing a very simple Theory of Change when the project outcomes are related to difficult human rights violation situations.
Felm has an efficient structure at different levels to address the needs of technical assistance and capacity building. The support and assistance is also appreciated by partners. The expenditure on technical assistance has increased together with the level of funding, while there has been strong emphasis on some countries rather than others. In the sampled countries, positive results have been achieved, for example in Cambodia, where Felm staff has provided capacity building and supported networking of partner CSOs.	Technical assistance has positive results particularly in capacity development and facilitating networking between the partner CSOs. The budget for countries such as Ethiopia, Senegal and Tanzania has been over € 1 million during the evaluation period which is a high percentage of the country budget.	Recommendation 4: Felm should continue providing technical assistance in countries and sectors where needs arise, building on the past experience and carefully considering where and in what thematic areas expatriate technical staff is needed. A separate evaluation of technical assistance might be beneficial for decision-making.
During the programme period 2011-15, FELM has developed its results-based management (RBM) system which includes a well-designed monitoring and evaluation plan from project up to programme level. The development process is ongoing to meet the needs of the forthcoming Felm strategy. There are also materials and training packages available for training staff at Felm and in partner CSOs.	Although considerable development of RBM systems has taken place, some CSO partners still have limited capacity to establish meaningful indicators for their objectives/outcomes or to report other than outputs. Building the capacity on planning, monitoring and reporting is a long process.	Recommendation 5: With the near completion of the RBM system, Felm should continue systematically building the capacity of partner CSOs in planning, monitoring and reporting of their projects. This should include adequate reporting on outcomes and contribution to the impact as well as on human rights issues.

Findings	Conclusions	Recommendations
Assessing impact of project objectives is difficult when there is only limited baseline data. The requirement of baseline data on project indicators was instituted in 2014 along with the project manual. Context analysis has been mandatory throughout the programme period. Best practices of baseline studies exist among the projects examined by the evaluation team, such as Tanganyika Christian Refugee Service in Tanzania with its total household survey and CMC and SAHAS Nepal with very comprehensive baseline research on local livelihoods at the onset of the project. Gender analysis is part of the project planning but it is not well documented.	Some of the sampled partner CSOs had conducted periodic data collection to monitor the changes at outcome level but the evaluation team found that there had been little systematic analysis or reporting on the findings. This is unfortunate as both the beneficiaries and stakeholders reported positive changes in their livelihoods.	Recommendation 6: The projects that have collected baseline information on the result indicators should be instructed to collect, analyse and report data on the periodic changes, either by allocating funds for this in the project budget or engaging an outside consultant/university to conduct the surveys through a separate budget in the programme.
End-of-project evaluation is mandatory to FELM supported projects, and annually 10-20 project evaluations are conducted. The FELM project manual gives guidance on managing the evaluation and review process, the contents for ToR and final reports. It builds partner capacity on how the various OECD/DAC criteria are applied in project evaluations. The project evaluation reports reviewed for this evaluation did not contain the same criteria, which made it difficult to draw conclusions.	Felm has supported for many years the partner CSOs to evaluate their projects, while there is also an efficient way to monitor the implementation of evaluation recommendations. It was, however, found that the evaluation reports did not always cover the same criteria (such as OECD/DAC) and their quality is often not adequate for conducting a meta-evaluation.	Recommendation 7: More standardised terms of reference should be used for evaluations so that they would cover a minimum of shared criteria (such as the OECD/DAC criteria) to enable some comparison. Felm has planned an impact evaluation in 2017 and a meta-evaluation of project evaluations should be conducted as part of the impact evaluation.
Effectiveness		
Based on the sampled projects, the review of external project and the mid-term review report, there is evidence of multiple project level results that contribute to the achievement of the overall programme outcomes. The capacity of partner CSOs is continuously built by Felm and it is one of the most important value adding features of Felm work. The formal training has mostly focused on management and technical issues, while advocacy skills has been given less emphasis.	Capacity building is well embedded in the Felm programme. Training of partner CSOs and other CSOs by Felm partners has strengthened civil society networks and advocacy. Felm has linked together CSO partners to promote the sharing of experience and lessons as well as training.	Recommendation 8: South-south exchanges between CSO partners within and between countries should be budgeted to increase cross-fertilisation of ideas and learning from each other's approaches and projects.

Findings	Conclusions	Recommendations
Impact		
The assessment of possible impacts varies greatly between the countries and organizations. The common feature for all the interventions is that although long-term impact might emerge in the interventions, it is not reported. Still, looking at the fact that all CSOs have relatively modest funding available, they have managed to create a basis for an impact on the most vulnerable groups in the population of the targeted areas.	Some signs of impact were visible during the field visits but the level of project monitoring and reporting by the sampled partner CSOs is more focused on lower level results. There are also impacts related to the vibrant and pluralistic civil society. Without the collection, analysis and reporting on the data periodically, the verification of impact will be impossible.	Recommendation 9: Impact should be regularly monitored and reported at project and programme level.
Sustainability		
<p>According to the findings, the sustainability is driven by several factors including :</p> <ul style="list-style-type: none"> – connection of project work to public policies and impact on public institutions; – strengthening of CSOs through capacity building and skills training; – improvement of linkages of communities to resource mobilisation and to the government. <p>The sampled CSO projects have some exit strategy either through the project approach at local level, or through project contracts set out for each project period at project level.</p>	Some best practices in improving sustainability are already evident in the sampled projects. There is, however, little documentation on separate exit strategies.	Recommendation 10: Support the partner CSOs in building separate exit strategies based on financial and social sustainability. The strategies should include the diversification of donor base, building communities' access to resources and services from the government as well as sharing and learning between the CSOs as shown by positive examples in the sampled countries.
Complementarity, coordination and coherence		
The coordination and complementarity of CSO programmes vary between the geographical areas of the intervention and the focus of the work. While service delivery is the purview of government, limited human and financial resources require CSOs to play an important complementing role. There is no significant coordination with Finnish bilateral cooperation in any of the countries. In Cambodia, Felm has supported the mainstreaming of disability in a large number of programmes, and similar approaches can be used to increase mainstreaming other cross-cutting issues such as gender equality or climate change. Felm coordinates with a number of Finnish non-governmental organizations (NGOs) in its development cooperation countries. The Finnish embassies are aware of the Finnish funded CSO projects and occasionally visit field activities, but they do not have a mandate to monitor the programme-based support.	Partner CSOs have undertaken effective and efficient ways of networking and coordination with financial support from Felm. Although Felm has solid understanding and experience of the operating environment and there were positive experiences in the recent country strategy development process in Nepal, it is not always consulted in the process of devising Finnish development cooperation strategies in partner countries.	Recommendation 11: The MFA should learn from Felm initiatives how mainstreaming of human rights issues can be implemented in bilateral projects. Coordination and cooperation with CSO programmes should be more prominent in Finnish bilateral cooperation and Finnish CSOs should be consulted when preparing country strategies for development cooperation.

1 INTRODUCTION

1.1 The evaluation's rationale and objectives

The evaluation's rationale and objectives

The evaluation of Felm (until 2016 called FELM, Finnish Evangelical Lutheran Mission) is part of the six evaluations of Finnish Civil Society Organizations (CSOs) that receive multiannual programme-based support from the Finnish government. The Terms of Reference for the assignment are presented in Annex 1. The other five CSOs evaluated are WWF Finland, Crisis Management Initiative, Fairtrade Finland, Finnish Refugee council and Taksvärkki (ODW Finland). The overall evaluation process consists of two components:

1. Component 1 collects data on the results of the programmes of the selected six organizations and assesses their value and merit in relation to different stakeholders.
2. Component 2 assesses how well the results-based management mechanisms of each organization that receives programme-based support functions and the extent to which there is a link between results-based management and achieving results.

In 2014, the programme-based support received by 22 Finnish CSOs amounted to € 80 million. These CSOs have been granted a special status in the financing application process: they receive funding for two- to four-year programme proposals through programme application rounds which are not open to others. The support has been guided by the same policy guidelines that are used for the rest of the Finland's support to Civil Society Organizations, namely Development Policy Programme of Finland (MFA, 2007; MFA, 2012) as well as Guidelines for Civil Society in Development Policy (MFA, 2010).

The purpose of this evaluation is to provide evidence based information and guidance for the next update of the Guidelines for Civil Society in Development Policy, as well as for the programme-based modality on how to:

- 1) improve the results-based management (RBM) approach in the programme-based support to civil society for management, learning and accountability purposes; and,
- 2) how to enhance the achievement of results in the implementation of Finnish development policy at the civil society programme level.

The objectives of the evaluation are to:

- Provide independent and objective evidence of results (outcome, output and impact) from the civil society development cooperation programmes receiving programme-based support;

- Provide evidence of successes and challenges of the civil society development cooperation programmes by assessing the value and merit of the obtained results in relation to Finnish development policy, CSOs programme objectives and beneficiary level needs and priorities;
- Assess the functioning of results-based management in the organizations receiving programme support; and,
- Provide evidence of the successes and challenges of the programme-support funding modality from the results-based management's point of view.

Seven reports will be published in total: one for each of the six CSO cooperation programmes evaluated, plus a synthesis report - which also includes the results from component 2.

1.2 Approach and methodology

The evaluation of Felm was carried out from December 2015 to May 2016 in different phases.

The inception phase included the elaboration of evaluation methodology and preparation of an evaluation matrix with the evaluation questions (Annex 2) which were presented in the inception report. In addition, the evaluation team conducted a desk study of documents and drew up a proposal of a Theory of Change (ToC) for the Felm programme, based on the available information. Felm filled out a project information table which covers data on all projects implemented in 2010–2015 in different countries, including the project objectives, strategies, implementing partners, beneficiaries, budgets and expenditure. During the inception phase, meetings were organised at the MFA with Evaluation unit and CSO Unit staff as well as with several Felm staff members. Seven projects were selected for the field level study, the main criteria being the following:

- The total number of Felm projects implemented annually has varied between 70 and 80 during 2010–2015. Consequently, it was thought that a visit to 10 percent of projects would give a good basis for finding evidence in the field;
- According to the preliminary analysis of the Felm programme, Nepal and Tanzania were the largest receivers of programme assistance, and, therefore, it was thought necessary to include partner organizations in these countries in the sample. Nepal and Tanzania are also among the major Finnish bilateral development cooperation countries;
- Another evaluated programme Finnish CSO, WWF Finland, has partner programmes in both Nepal and Tanzania. Therefore, for logistical reasons it was sensible to combine the field visits;
- Cambodia was selected since Felm's country programme there has the third highest number of implementation partners after Nepal and Tanzania.

In Nepal, two representative projects were selected: Child Mental Health Project (CMHP) and Enhancing Livelihood through Local Efforts Project (ELLEP) implemented by the Centre for Mental Health and Counselling (CMC); and, Group of Helping Hands (SAHAS) - Nepal, respectively. The first one represents a health project and the second a community development project, and they are typical of Felm's support in Nepal.

In Tanzania, Tanganyika Christian Refugee Council (TCRS) has partnered with Felm since 2007 and is one of its three long-term Community Empowerment Projects (CEP), was selected for the evaluation. The other project selected was Participatory options for livelihoods innovations and gender empowerment (POLIGEP) implemented by Huduma ya Maendeleo ya Wafugaji (HiMWA), which works in advocacy and service delivery to Maasai communities in the same Morogoro region.

In Cambodia, the three projects selected are representative of Felm's cooperation there:

- Church World Service (CWS) project Village Based Community Development - Food Security and Nutrition (VBCD-FSN);
- First Step Cambodia (FSC) project First Step: Preventing sexual abuse of boys; and,
- Komar Pikar Foundation (KPF) Community-based care for children and youth with moderate to severe disabilities in Chhouk district, Kampot and Kratie provinces.

Data was collected and analysed by the evaluation team at different levels. Firstly, documents on the total programme portfolio were collected from Felm and the MFA. Felm provided the team documents both from programme level, including programme document, annual narrative and financial reports, monitoring and evaluation plan, project manual and different guidelines; and from project level, including partner CSO project documents, narrative and financial reports and evaluation reports. Based on the project information table and various documents, a descriptive analysis of the whole project portfolio was made. As these data do not provide independent and objective evidence on the results of the programme as required by the ToR, the second level of meta-analysis was conducted of the CSO projects based on external evaluation reports. Altogether 17 projects were reviewed by summarising data from their evaluation reports. The evaluation reports from projects with the largest budgets (as per information in the project information table) in 2010-2015 were selected (Annex 5).

The third level of data collection and analysis was the field survey of the seven projects implemented by partner CSOs in three countries. Consequently, more project documents were received from the partner CSOs both before and during the visits to Nepal, Tanzania and Cambodia where the team conducted interviews with programme partners, stakeholders and beneficiaries. Each country was visited for a period of approximately one week in Dar es Salaam and Morogoro region (Morogoro and Mvomero districts) in Tanzania; in Kathmandu and the districts of Kavre and Tanahun in Nepal; and in Phnom Penh, Kampong Thom and Kampot in Cambodia.

For the interviews, the evaluation matrix was completed with detailed key questions which were used to guide the key informant interviews, focus group discussions and field observations with key partners, stakeholders, Finnish embassies and beneficiaries. The evaluation of individual partner CSO projects served to provide evidence for the analysis made at Felm programme level. The field work involved meetings with Felm staff in Nepal, Tanzania and Cambodia offices; meetings with partner CSOs and their field staff; meetings with stakeholders (central and local government, Finnish embassies, other CSOs); and visits and interviews in local beneficiary communities in Nepal, Tanzania and Cambodia.

At the end of each country visit, a validation workshop was held. In Tanzania, the workshop took place on 16th March in the presence of the partner CSO staff as well as the Felm regional manager. In Kathmandu, the workshop was organised on 18th March with the participation of representatives from the Government of Nepal, partner CSOs and Felm Nepal. The meeting in Cambodia was organized with the representatives of Church World Service, Komar Pikar Foundation and First Step Cambodia. PowerPoint presentations were held to present the major findings, after which any factual misunderstandings and mistakes were corrected by the participants and the value of findings was discussed.

The team also organised a workshop in Finland to validate the findings with the Felm staff, in the presence of MFA personnel (Evaluation Unit and CSO unit). Separate evaluation reports following the evaluation matrix questions were prepared based on the field findings and project reports. The team conducted further interviews with the Felm staff in Helsinki. The complete list of people interviewed during the different phases of Felm programme evaluation is provided in Annex 3.

The documents reviewed for the evaluation include the following (Annex 4):

- Felm programme plan of 2011-2016, technical and financial reports, audit reports and other reports;
- Partner project work plans and budgets, narrative and financial reports, evaluation reports, audit reports;
- MFA - Felm annual consultation minutes;
- Other Felm guiding documents;
- MFA programme based support documentation and other Finnish Development co-operation guiding documentation (CSO guidelines, Development Policy, RBM guidelines, Act on discretionary government transfers etc.).

The collected documentation was shared between the evaluation team members already before the field visits. The team studied individually the documentation, while field information was noted down during the structured and semi-structured interviews and target group discussions. The collected data was linked to indicators and the underlying trends and coherence (or lack of it) were identified. The gathered information and evidence was further analysed jointly through discussion within the evaluation team members and triangulated (source triangulation and method triangulation used) with reports and

information from interviews held with beneficiaries, WWF country office staff and stakeholders for validation. The collected information and evidence was analysed and conclusions with related recommendations were formulated. The evaluation team, furthermore, cross-referenced the Component 2 report on the CSOs' Results-based Management.

In Tanzania and in Cambodia, local research assistants were hired to assist in the organization of work and in translating the discussions with a number of interviewees whom the team members could not communicate with in English.

Regarding the validity of the data collected, the team acknowledges that the answers of interviewees may contain bias-based on the stakeholders' own agenda and interest regarding the programme interventions. The partner CSO staff provided assistance in organising the field visits to communities and stakeholders in the field. Although they were sometimes present in the meetings, they did not participate in the discussion unless separately addressed. Their presence may, however, have influenced the answers from the interviewees. Any bias from interviews, stemming from different agendas and/or presence of the implementing organization has been mitigated by verifying the information from several sources and/or documentation as applicable. There was no suspect that the reality did not correspond to what was encountered in the field. To mitigate personal interpretation of the presented evidence by the evaluation team, most interviews were conducted in the presence of two members of the evaluation team. In Nepal, Ms Henna Tanskanen, member of the evaluation team for WWF Finland, ensured the role of the second field evaluator.

The limitations to the evaluation include the following:

- To assess projects that were not covered by the fieldwork and interviews, the team used the Felm programme annual and financial reports to obtain information on performance. In addition, 18 evaluation reports of 17 projects were examined. However, the quality of evaluation reports varied and as some reports do not analyse all the OECD/DAC criteria, their use for the purpose of meta-evaluation was challenging.
- The lack of project baseline data (the data related to indicators which serves as a basis for comparison with the subsequently acquired data to show any changes taking place due to the project intervention) and proper indicators for higher level project objectives has constituted a limitation among the sampled projects. Although the Tanganyika Christian Refugee Service project in Tanzania carried out a total household survey of community work at its inception and the ELLEP project in Nepal has extensive baseline data, the collected data has not yet been analysed. This makes the monitoring of partner projects challenging to Felm, and, consequently, it is difficult to measure the level of achievement against a baseline established at the beginning of the project.
- The time spent in Nepal and Tanzania was limited due to budget constraints. A longer period would have allowed deeper understanding of the issues as well as interviews with more and diverse stakeholders in the sampled countries.

- The project information table filled out by Felm does not provide exact information as the financial and narrative reports for 2015 are not yet available due to the miss match between the timing of this evaluation and the annual reporting cycle of Felm. However, the differences between the final audited and reported tentative rates of 2015 expenditure should not be significant.

Chapter 2 of the report describes the broader context of the MFA's programme-based support and the organization of Felm. Chapter 3 provides an overview of the Felm development cooperation programme 2010-2015 and their Theory of Change. The findings, conclusions and recommendations are presented in Chapter 4, organised according to the OECD/DAC evaluation criteria: relevance, efficiency, effectiveness, impact, sustainability and complementarity, coordination and coherence. Likewise, Chapter 4 includes an assessment of the lessons learned in the programme.

2 DESCRIPTION OF THE BROADER CONTEXT AND ITS INFLUENCE ON THE PERFORMANCE OF THE PROGRAMME

2.1 Finland's policy for support to civil society

The Guidelines for Civil Society in Development Policy define the overall development cooperation objective of Finland's support to civil society as:

'A vibrant and pluralistic civil society based on the rule of law, whose activities support and promote the achievement of development goals and enhanced human well-being.' (MFA, 2010).

This objective is in line with the human rights based approach to development (HRBA) which underpins Finland's development policy and cooperation. Within the HRBA, the most important task of a civil society (CS) is to empower citizens to claim their rights and influence public decision-making. The immediate targets of development cooperation in the HRBA are CSOs acting as agents of change (MFA, 2010).

The Civil Society Guidelines stress that Finland's civil society objective can be achieved in two ways: i) capacity development of CSOs in the targeted countries; and, ii) the creation of a supportive environment for civil society activities. Civil society is seen as having two basic functions: i) advocacy that focuses on political decision-makers, governance and public opinion, making the voice of citizens heard and strengthening their participation; and, ii) the provision of services where the state lacks adequate capacity (MFA 2010).

The programme-based support is the mechanism through which Finland finances the programmes of the six Finnish CSOs which are the subject of this evaluation. The programme CSOs apply periodically for funding of up to 85 per cent of the costs of their strategic programmes.

The aim of the partnerships between the MFA and Finnish CSOs is to strengthen the position of civil society and individual actors as channels of independent civilian activity in both Finland and the developing countries. Other objectives are to boost global solidarity, empower locals to exercise influence, and improve cooperation and interaction between public authorities and civil society actors. Therefore, the central role of the partners - regardless of their organi-

zational mission, sectoral expertise, forms of work, countries of operation and specific stakeholders - is to strengthen civil society in developing countries.

The proposed Theory of Change for Finland's support to CSOs is presented in Annex 8.

2.2. Felm as development cooperation organization

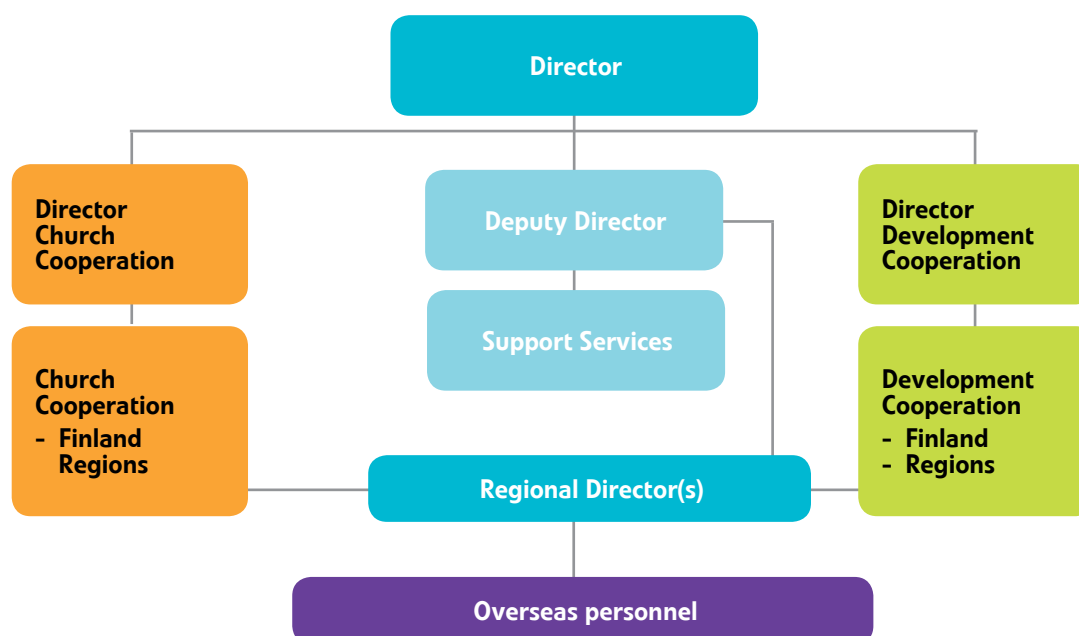
Felm is the oldest Finnish development cooperation organization, established in 1859. The first international initiative took place in Ovamboland in Namibia where missionaries supported local people with social services such as health care and education. Felm is a church organization and its development work is based on Christian values: Christian hope, love for one's neighbour, defence of human dignity, accountability and reliability (FELM, 2010). Felm has a status as an official mission organization under the Evangelical Lutheran Church of Finland and all Finnish Evangelical Lutheran Church congregations are members of Felm. Development cooperation plays an important role in Felm through a strategy that focuses on working with the most vulnerable people and improving the quality of life for the most marginalised groups in programme countries. In this evaluation, Felm is the only CSO that joined the partnership programme with the MFA before 2014. It entered into the partnership in 2003, and the current programme is the third one.

During the evaluation period, the international department of Felm was divided into two organizational units: development cooperation and church cooperation (Figure 1) although from 2016 there is a new structure. There is cooperation and sharing of expertise within the department to ensure meeting strategic objectives. However, the management structures, staff, budgets and financial management are separate for each unit. The regional directors oversee the Felm interventions and create synergies between the various interventions in their region (FELM, 2014). Country- or area-based regional managers for development cooperation are funded through the development cooperation budget. They manage the country project portfolio in the region, monitor the partner CSO projects and provide training and day-to-day support and capacity building when needed. In 2014, there were nine regional managers operating in Southern Africa, Ethiopia, Botswana, Cambodia, China, Latin America, Senegal, Nepal and Tanzania. In Finland, 12 persons were employed in 2014 in the development cooperation unit; an increase of two persons from 2010 (Tapaninen et al, 2010). In addition, Felm provides technical assistance through diverse expertise and professional skills in different countries.

Felm is the oldest Finnish development cooperation organization, established in 1859.

Country- or area-based regional managers for development cooperation are funded through the development cooperation budget.

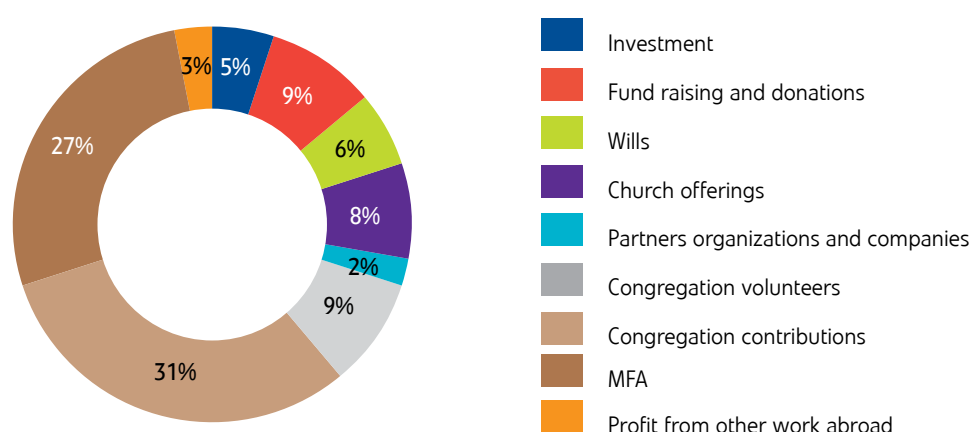
Figure 1: Felm management structure in 2014 – international department



Source: FELM project manual, 2014.

Felm receives funding from different sources but the largest contributions come from congregations, MFA and private citizens through fund raising campaigns (Figure 2). In 2014, the total income of Felm was € 30.1 million, of which MFA funding constituted € 8.3 million. The contributions from congregation budgets cannot be used to cover Felm's deductible contribution as they include money collected as taxes.

Figure 2: Felm income structure in 2014



Source: SLS 2014.

The mission of Felm is “We practice God’s love in words and deeds. We preach the Gospel, defend human rights and work towards the eradication of poverty.” The strategy for 2010-2015 had seven strategic objectives and 13 operational principles (FELM, 2010). The new strategy for 2017-2022 is based on analysis of the religious environment, political context, guidelines and alignments of other national and international actors as well as the development of media and communication. The strategy development process involved close consultations with the foreign partners and Felm staff.

Felm is a member of several international networks: the World Council of Churches, Lutheran World Federation, Ecumenical Advocacy Alliance and Act Alliance (observer at the time of the evaluation).

Over the period 2010 to 2015, the Felm programme has supported projects in 18 countries (Map 1) and the number of projects has been rather stable, averaging 75-77 interventions annually with altogether 53 partners.

The number of projects is now decreasing.

3 THE PROGRAMME OF FELM AND ITS THEORY OF CHANGE

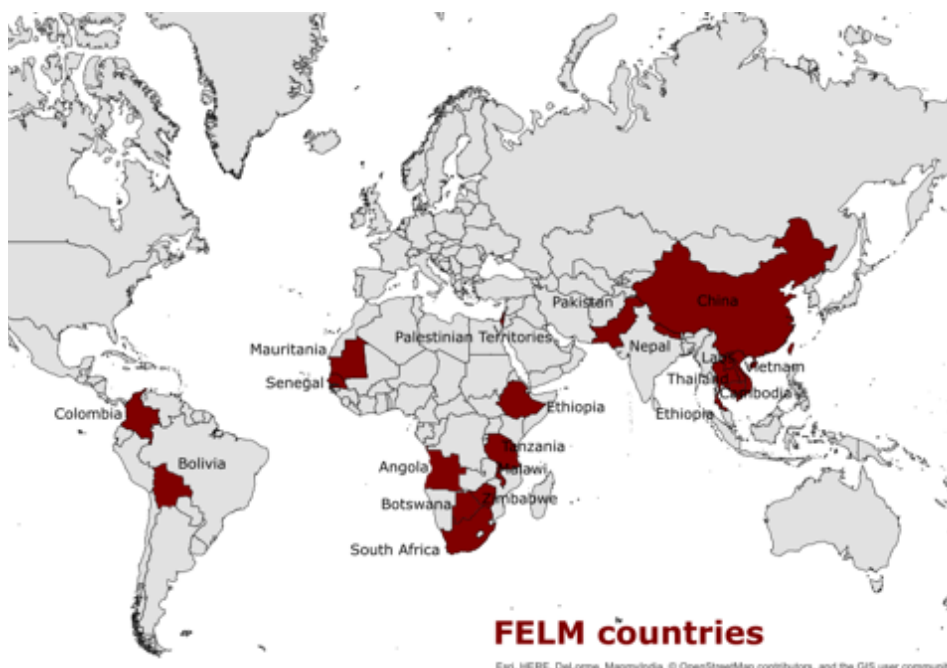
3.1 The development cooperation programme of Felm

During the first year of the evaluation period (2010), Felm was still implementing its second development cooperation programme 2007-2010. For the third programme, the MFA granted Felm € 22 800 000 for the period 2011-2013, while € 25,200,000 were granted for 2014-2016 (Ulkoasiainministeriö, 2013).

The number of countries where Felm implemented the development cooperation programme had increased from 14 in 2007 to 18 in 2009. Over the period 2010 to 2015, the Felm programme has supported projects in 18 countries (Map 1) and the number of projects has been rather stable, averaging 75-77 interventions annually with altogether 53 partners (Project information table in Annex 6). The programmes in Pakistan and Malawi were discontinued in 2010 and 2012, respectively, due to increased level of risks. In 2016, due to a 38 percent budget cut by the Government of Finland, four other countries were dropped from the programme (Angola, China, Palestinian territories and Vietnam). The number of projects is now decreasing. According to Felm, the budget cut means a reduction of € 3.3 million which has resulted in partner CSOs terminating contract of 220 local employees in different projects. The funding of altogether 17 projects will be discontinued in 2016 (interviews with Felm staff).

The programme is composed of two three-year funding periods, 2010 to 2013 and 2014 to 2016. The programme application for the whole period of six years was submitted in 2010 together with the funding application for the first period 2011-2013, while the second funding application for 2014-2016 was submitted in 2013 based on the already approved programme document. The total number of projects during the evaluation period has been 113, divided between country projects and distinct disability projects in nine countries under a separate disability sub-programme. Moreover, the programme includes emergency work, advocacy, technical support/experts and development communication and global education.

Map 1: The countries of Felm development cooperation.



The Finland based and regional managers for development cooperation, together with regional directors and church cooperation programme staff, are responsible for making background analyses, which include assessments of the political and economic context as well as poverty and human rights situation in the countries. Also, several features of the partner organizations are assessed, such as their financial management capacity, self-reliance and their level of expertise in mainstreaming the Felm crosscutting issues (gender equality, disability, environment, HIV/AIDS). Organizational assessments were conducted between 2011 and 2012 and again in 2016. They are used internally to ensure a strategic approach in the international work at regional level.

Felm has prepared for its internal use a list of criteria for the selection of countries and partner CSOs. The criteria for partners encompass, i.e., that the locally registered partner works on the Felm priority thematic areas; their values are compatible with Felm values; their work advances human rights and justice; and the partner respects good governance and transparency in its operations. Partners' capacity and performance are monitored annually through reports from regional managers for development cooperation.

The goal and the purpose of the Felm programme are closely related (FELM, 2010): they express improvement in the level of poverty and in the realisation of human rights, including the channelling of resources to production in an environmentally sound way. A human rights based approach (HRBA) is pursued rather than a needs based approach, with five cross-cutting themes mainstreamed in all of the Felm work: gender equality, realisation of rights of persons with disabilities, holistic approach to HIV and AIDS issues, awareness of environmental impacts and building of partner capacities. The five global objectives, to which partner CSO projects are linked to varying extent, are:

Felm has prepared for its internal use a list of criteria for the selection of countries and partner CSOs.

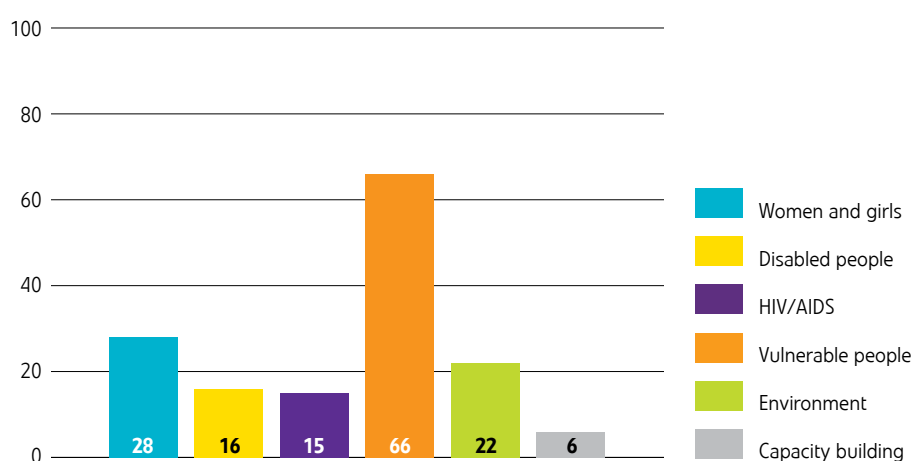
A human rights based approach (HRBA) is pursued rather than a needs based approach.

- Girls and women take part in the choices concerning their lives as equal members of their communities.
- Persons with disabilities act as full members of their communities.
- People living with HIV and AIDS are leading a fulfilling life.
- Vulnerable groups of people are enjoying their basic rights.
- Environmentally friendly and sustainable development is enabled.

Other important key issues for the HRBA are the principles of participation, accountability and transparency which are all mentioned among the values of Felm. They are integrated in various tools and guidelines, such as codes of conduct, project manual and project contracts.

Figure 3 shows the number of projects under the five programme objectives/outcomes in 2010-2015. Some projects are reported to relate to two main objectives. In addition, capacity building projects were implemented at country level to build the skills of partner CSOs.

Figure 3: Number of projects under each priority area in 2010-2015



Source: Felm project information table.

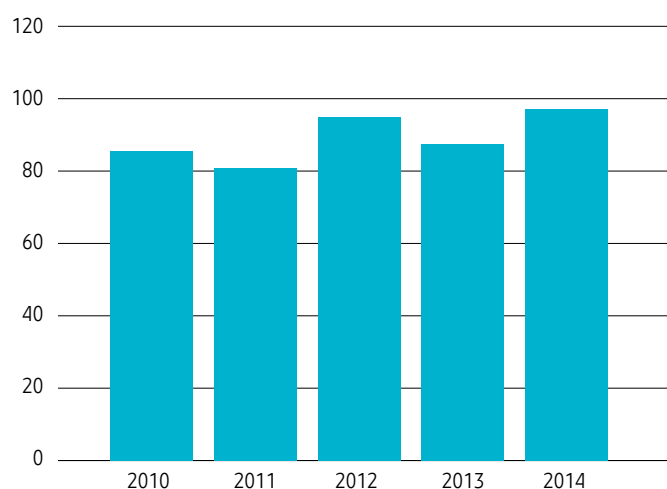
All Felm projects are implemented by local partners. The number of projects and partners per country, as well as the funds allocated to each CSO during the evaluation period, are presented in Annex 6. Table 1 shows the ten biggest of the 53 partners of Felm and the funding channelled through their interventions. Each has managed funds in excess of € 1 million during the evaluation period, which translates to less than € 200,000 annually. Two partners, the Evangelic Lutheran Church of Senegal (ELS) and Tanganyika Christian Refugee Service (TCRS) received more than € 2 million and one, Ethiopian Evangelical Church Mekane Yesus (EECMY) more than € 3 million, while the funding for the Lutheran World Federation (LWF) exceeded € 4 million. The LWF implements projects in several countries but the largest Felm funding for LWF is in Colombia and in Mauritania.

Table 1: The most funded CSO partner organizations 2010-2015

Country	Name of the partner organization	Number of projects	Total funding, in €
Colombia, Mauritania, Laos and Angola	The Lutheran World Federation, Department for World Service	6	4,281,481
Ethiopia	Ethiopian Evangelical Church Mekane Yesus (EECMY)	13	3,543,146
Senegal	The Lutheran church of Senegal, ELS	4	2,989,497
Tanzania	Tanganyika Christian Refugee Service, TCRS	4	2,429,769
Tanzania	The Evangelical Lutheran Church in Tanzania, ELCT	6	2,273,175
China	The Amity Foundation	8	1,631,857
Cambodia	International Cooperation Cambodia ICC	3	1,409,933
Nepal	SAHAS-Nepal	2	1,219,401
Laos	AAT Thailand	1	1,026,318
Angola	The Evangelical Lutheran Church of Angola, IELA	4	871,144

Source: Felm project information table. Note: the funding for 2015 was not audited during the time of the evaluation.

Table 2 and Figure 4 present the expenditure of the Felm development programme annually from 2010 until 2015. Of the total funding for development projects, the Ministry for Foreign Affairs of Finland (MFA) covers 85 percent, and as in other programme CSOs, Felm provides 15 percent of funding from its own sources. For disability projects, the MFA contribution is higher and thus Felm provides 7.5 percent of funding. According to the instructions to the programme CSOs (MFA, 2013 b), the administrative costs can be maximum 10 percent of the MFA funding, and this has been followed also by Felm.

Figure 4: Annual expenditure in the Felm programme, including MFA and Felm own funding, in million €

Source: Felm financial reports 2010-2014.

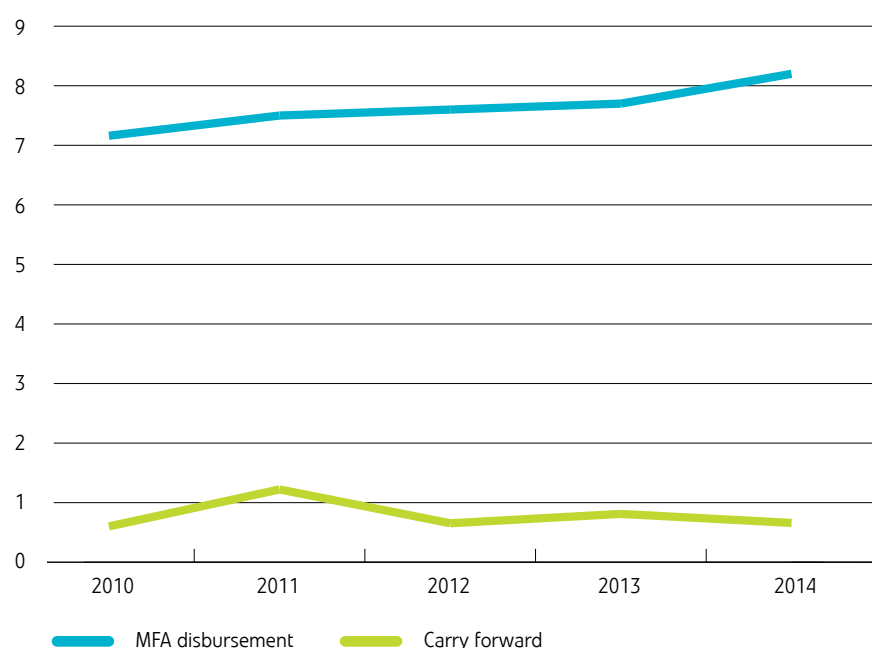
The funds received annually from the MFA increased from € 7,201,000 in 2009 to € 8,466,000 in 2014.

The financial reporting of Felm Development Cooperation programme divides expenditure in five categories (FELM, 2010-2014):

- Country project support to partner CSOs (since 2011, divided between development and disability projects)
- Project planning, evaluation, monitoring and resource development (capacity building)
- Technical support/experts (divided between development and disability projects)
- Development communication and global education in Finland
- Administration

The funds received annually from the MFA increased from € 7,201,000 in 2009 to € 8,466,000 in 2014 (Figure 5). The share of the MFA contribution to the total Felm budget has increased from 24 percent to 27 percent during the period, with a peak of 28 percent of Felm's income in 2014. The relative share of funds carried forward has decreased during the period from 2010 to 2014.

Figure 5: Funds received from the MFA by Felm in 2010-2015 and the funds carried forward in 2010-2014, in M€



Source: Felm, 2010-2014.

The division of expenditure between the categories is shown in Table 2. Altogether 71 percent of expenditure was distributed to partner CSO projects. The total of funding for technical assistance/experts in programme countries was € 6,359,496 (14 percent) in 2010 to 2014.

Table 2: Expenditure by category in 2011–2014, in €

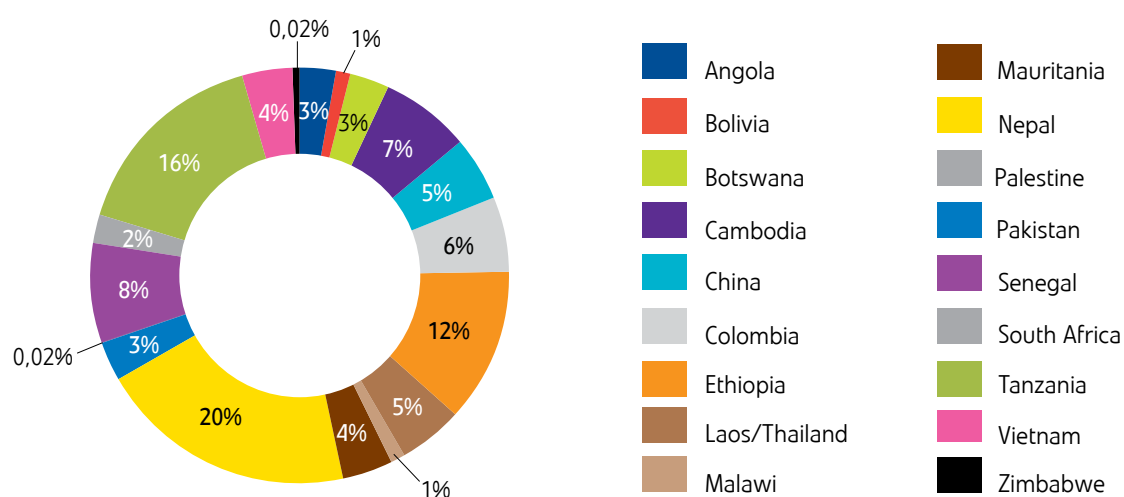
Category	Expenditure (€)					TOTAL (€)	Percent of total
	2010	2011	2012	2013	2014		
Country projects (development and disability)	6,161,724	5,692,424	6,783,424	6,027,479	6,760,054	31,425,105	71%
Planning, monitoring and evaluation, capacity	126,487	195,370	178,320	231,421	242,229	973,827	2%
Technical support/experts	1,174,329	1,072,513	1,316,011	1,356,207	1,440,435	6,359,495	14%
Development communication and global education	238,615	255,399	258,490	266,886	292,997	1,312,387	3%
Administration	855,684	801,745	948,472	875,777	970,635	4,452,313	10%
TOTAL	8,556,835	8,017,451	9,484,716	8,757,770	9,706,351	44,523,123	100%

Source: FELM 2010–2014.

In 2015, Felm used 49.6 percent of development cooperation project funds in Africa, 39.3 percent in Asia, 7.5 percent in Latin America and 3.6 percent in international networks (SLS 2015 b).

Figure 6 shows the distribution of project funds (both development and disability projects) between the 18 countries. The expenditure in Pakistan was only € 22,134, therefore showing 0 percent.

Figure 6: Percentage of funding per country in 2010-2015.



Source: Felm 2010–2014.

According to the financial reports, in 2014 the average funding for country projects was approximately € 86,000 and for disability projects € 55,000.

The projects implemented by partner organizations aim to meet both partners' own strategic objectives as well as those of Felm.

According to the financial reports, in 2014 the average funding for country projects was approximately € 86,000 and for disability projects € 55,000. The highest funding for a single project was € 310,000 (Promotion of Human Rights, Sustainable Development and Humanitarian Actions in Colombia, with the Lutheran World Federation), but 77 percent of the 79 projects received less than € 100,000 (FELM 2010–2014).

The number of direct beneficiaries was estimated to be over 600,000 in 2015. Felm is not yet able to aggregate a grand total at programme level from the current data management system as there is some variation in reporting formats between projects. This function will be enabled in the new system starting in 2017. Following the objectives, the main final beneficiaries of the programme are women and girls, persons with disabilities, people living with HIV/AIDS and different groups of vulnerable people (ethnic minorities, Dalits, language minorities, rural and urban poor, sexual minorities, elderly, immigrants, and orphans).

The key areas of focus include food security, inclusive development, gender equality, education and health, sub-programme for persons with disabilities, humanitarian work, advocacy, and development communication and global education. Partner organizations are often Christian or other NGOs, or special development departments of local churches as in the case of Ethiopia, Senegal, Palestinian territories or Colombia. Likewise, the Lutheran World Federation, Department for World Service is an important partner implementing projects in various countries. (Annex 6)

The projects implemented by partner organizations aim to meet both partners' own strategic objectives as well as those of Felm. Felm builds the capacity of partner organizations through coaching, training and feedback to mainstream its own strategically important cross-cutting issues and further good governance.

In addition to the project support, Felm has an extensive programme for the communication of the results and challenges of development cooperation to the Finnish audience. For this purpose, a global education coordinator was hired for two years from 2014 to 2015. Trips were organised by Felm for partner CSO representatives in Finland and decision-makers/opinion leaders and journalists from Finland to partner countries. Seminars have been held for stakeholders on different topics in Finland. Other means of communication include media campaigns, videos, radio programmes, photo exhibitions and participation in the annual World Village Festival in Finland (SLS, 2014 b).

Table 3 shows the results matrix for the Felm development cooperation programme for 2011–2016 and its global objectives. The programme also includes a results matrix for regional objectives. (FELM, 2010).

Table 3: Results matrix of Felm programme 2011-2016

Goal: The reduction of poverty and the realisation of human rights in a way that respects and fosters the natural environment.				
Purpose: All people and communities can live a life in dignity and channel their resources to activities that are productive to them.				
	Objective	Sub-objective	Indicator	Indicator
Global targets	1. Girls and women take part in the choices concerning their lives as equal members of their communities		Proportion of women in executive and decision-making positions in partner organizations and projects; change in the percentage over the Programme Period (PP)	Change in the number of projects aiming at improving women's livelihood over the PP
		Partners consider gender impacts in their work	Project plans include an analysis of gender impacts; change in the percentage over the PP	Availability of gender specific information about projects; change in the percentage over the PP
	2. Persons with disabilities act as full members of their communities		Change in the number of FELM-supported projects targeted to persons with disabilities over the PP	
		Partners become disability sensitive in their work	Change in the number of training courses/awareness raising events organised by partners over the PP	Project plans and reports include a review on the status/situation of persons with disabilities; change in the percentage over the PP
	3. People living with HIV and AIDS are leading a fulfilling life	Increased awareness of HIV and AIDS among partners and target groups	Change in the number of FELM-supported HIV and AIDS training courses and the number of participants over the PP (gender specific data)	
		People affected by HIV and AIDS are active members of their community and get the support they need	Change in the number of FELM-supported HIV and AIDS projects over the PP	Change in the number of people receiving support services over the PP
		Partners pay attention to HIV and AIDS in their work	Project documents include an analysis of the HIV and AIDS situation; change in the percentage over the PP	

Goal: The reduction of poverty and the realisation of human rights in a way that respects and fosters the natural environment.				
Purpose: All people and communities can live a life in dignity and channel their resources to activities that are productive to them.				
	Objective	Sub-objective	Indicator	Indicator
Global targets	4. Vulnerable groups of people are enjoying their basic rights	The potential and methods of advocacy are identified	Number of FELM supported advocacy projects and components	Number of training courses on human rights and advocacy supported by FELM over the PP
	Environmentally friendly and sustainable development is enabled.	Increased environmental awareness of the partners and target groups	Project documents include an environmental impact analysis (including risk analysis) and measures for ensuring environmentally friendly operation; change in the percentage over the PP	Change in the number of FELM-supported environmental training courses and the number of participants over the PP (gender specific data)
		Food security and nutrition conditions improve	Change in the number of projects (and project components) aiming at improved food security and nutrition conditions over the PP	
		Adjustment to impacts of climate change	Change in the number of FELM-supported adaptation projects applicable to local needs over the PP	

Source: Felm Development Cooperation Programme 2011–2016.

External mid-term review in 2013

In 2013 Felm commissioned an external mid-term review (MTR) of the development cooperation programme 2011–2016 (Vormisto and Tran-Nguyen, 2014). The study was based on: a) desk study of the key programme level documents; b) an online survey for partner organizations; and, c) semi-structured interviews with the key Felm staff as well as with an MFA representative. The review found the programme to be relevant to local level needs as well as to the partner organizations and in line with the human rights framework and human rights based approach. From the partner CSOs' perspective, Felm's specific added value was widely related to project management and technical support, especially to monitoring, learning and sharing as well as technical support. The MTR also found, however, that there were main gaps in these areas as well as in the support to organizational and human resources development and in the funding levels which did not correspond to the actual needs.

The mid-term review emphasised the proactive role that the Felm staff had in promoting inclusion of vulnerable groups in projects and the considerable progress that had been made especially in the areas of gender mainstreaming and inclusion of people living with disabilities. Good approaches were being developed for promoting the rights of ethnic minorities and indigenous groups. The MTR concluded that the global objectives were defined very broadly at the level of longer-term impact and also the concepts used in the objectives were not clearly defined. Related to regional objectives, it was concluded that good progress was made, for example, in the development of services for victims of human trafficking, sexual abuse and exploitation in the Mekong region, in developing community based rehabilitation of people living with disabilities in the Southern Africa region or linking environmental protection to livelihoods in Tanzania.

The MTR further found that Felm's approach to work with smaller local level partners at the grassroots level is a clear strength and added value of Felm's programme but that it is to some extent also a challenge for ensuring effectiveness. At project level, only a few contained systematic analysis of different aspects of sustainability. The major recommendations based on findings focused on:

- Continued inclusion of vulnerable groups as a strategic focus;
- Further defining the added value of the development cooperation programme (development of approaches, methods, sharing and learning on specified areas of operation, mainstreaming of cross-cutting themes) and the purpose/outcome level of global and regional objectives that can be achieved by the end of the programme period of the upcoming development cooperation programme;
- Better reflecting Felm's existing expertise in global development policy issues in programme documents with linkages to project level work;
- Considering what kind of changes could be made in the programme portfolio to ensure effectiveness; strengthening purpose/outcome level monitoring at the project level; and, continued development of partner capacity in the use of logic models;
- Strengthening situation analyses at the level of projects with specific focus on improved stakeholder analysis as well as systematic vulnerability analysis identifying different vulnerabilities in each local context;
- Strengthening the analysis of different aspects of sustainability, systematic risk assessment and risk management planning in projects;
- Ensuring that exit plans are prepared for all projects; and,
- Continued provision of practical capacity building for partners on the integration of the principles of participation and inclusiveness in project management processes.

The process of the 2014 mid-term review also included internal review of the programme indicators and tracking progress against programme targets. The results were discussed, follow-up agreed on, and included in the programme annual reporting to the MFA.

3.2 Theory of Change of Felm

The Theory of Change (ToC) of Felm has been reconstructed from the programme document 2011-2016 logframe (Figure 7). The theory attempts to include the context of the programme (at the global level as well as at the level of the specific countries in which the programme is being implemented); the long-term sequence of change envisaged to lead to the expected outcomes; and, the assumptions about how these changes might take place.

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The MTR further found that Felm's approach to work with smaller local level partners at the grassroots level is a clear strength and added value of Felm's programme.

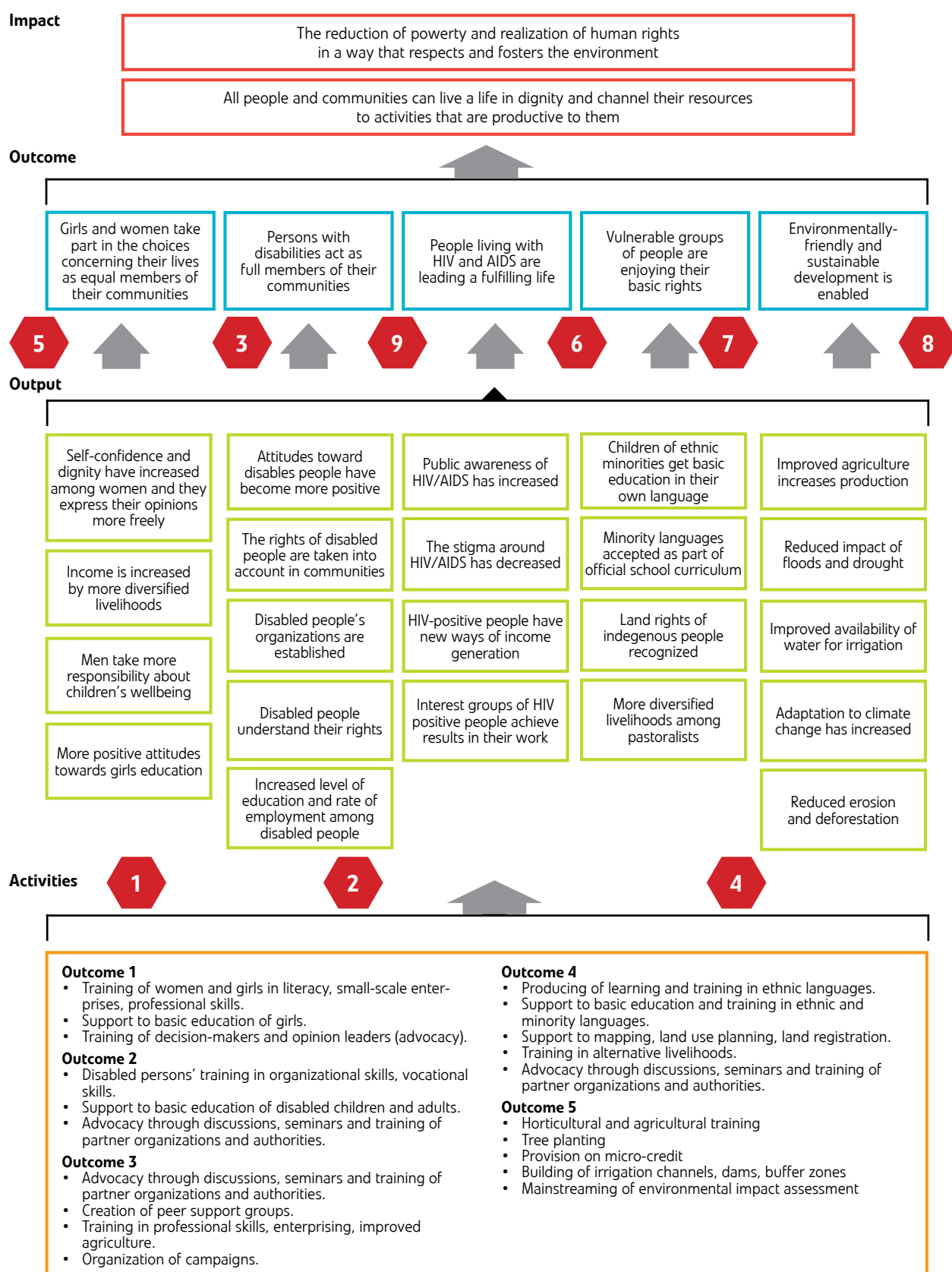
The Theory of Change (ToC) of Felm has been reconstructed from the programme document 2011-2016 logframe.

In this result chain the following assumptions are made:

1. Training and education of girls and women in literacy and enterprising skills increases their opportunities to make choices in the communities.
2. Decision-makers and opinion leaders understand/advocate women's and disabled people's rights when trained by NGOs.
3. Understanding their rights makes persons with disabilities feel more like full members of their community.
4. Partner organizations have skilled staff to organise advocacy events and enjoy respect and credibility among government/community authorities.
5. Attitude change towards girls/persons with disabilities/people living with HIV/AIDS will change their position in the society.
6. Diversifying their livelihoods will make vulnerable people less vulnerable.
7. Learning their ethnic language will enable children to enjoy their basic rights.
8. It is possible to increase agricultural production through environmentally friendly practices.
9. An improved societal position of rights holders including women and girls, persons with disabilities, HIV/AIDS affected and other vulnerable people - will lead to the reduction of poverty and the realisation of their human rights.

The evaluation looks at these assumptions and assesses whether they are valid.

Figure 7: Proposed Theory of Change for Felm programme



In Nepal, Felm works in the area of community based development, food security, livelihood, health and sanitation, education, and peace education.

In Tanzania, 15 projects were implemented during the evaluation period by eight different partners.

3.3 Context of the sampled projects

The three countries where the field-level component of the evaluation took place are among the group of countries with either a medium (Cambodia) or low (Nepal and Tanzania) human development index (UNDP, 2015). The index measures dimensions such as life expectancy at birth, expected and mean years of schooling and gross national income per capita.

In Nepal, Felm works in the area of community based development, food security, livelihood, health and sanitation, education, and peace education with a focus on reducing poverty and improving the realisation of the human rights of poor and marginalised communities in Nepal. The Felm programme in Nepal for 2010–2015 included 20 projects implemented by 12 local partner CSOs jointly covering 30 districts (Felm project information table). Felm Nepal coordinates and monitors the project activities implemented by partner organizations. It is involved in building the capacity of local partners, establishing networks with stakeholders and carrying out advocacy on issues related to the human rights of vulnerable people, including Dalits, ethnic minorities, women and girls (interview with Felm staff in Nepal).

Nepal is a priority country of Felm and the largest recipient of its support, with about 19 percent of Felm's project funding (Financial reports 2010–2014): funds spent for projects totalled € 5,951,000 during the period from 2010 to 2014.

In Tanzania, 15 projects were implemented during the evaluation period by eight different partners. The projects covered the fields of health, education and teacher training, social and health infrastructure, reproductive health, community empowerment, disability, and, capacity building of CSO staff. The total funding for the five years between 2010 and 2014 was € 4,920,000, constituting 16 percent of Felm's project funds.

In Cambodia, the Felm programme in 2010–2015 has funded 11 projects in the areas of basic skills for youth, rural development and food security, social and welfare services, assistance to the victims of human trafficking and sexual abuse, prevention of sexual abuse, support for children with disabilities, and CSO capacity development. The number of partners in the period from 2010 to 2015 was seven, while the total expenditure in 2010 to 2014 was € 2,163,000 (seven percent of Felm project funds).

Table 4 shows the main characteristics of the seven sampled projects.

Table 4: Characteristics of the sampled partner projects

Project name, partner CSO and budget	Beneficiaries	Goal	Activities
CAMBODIA			
<i>Village Based Community Development – Food Security and Nutrition (VBCD-FSN)</i> Church World Service (CWS) 2013–2015, € 133,656	Vulnerable families and individuals, including poor, poorest and female headed households, people with disabilities, orphans, elderly, families with a high number of young children, indigenous people, people living with HIV/AIDS.	Improved quality of life for the poor and vulnerable through food security and nutrition related interventions	Increasing knowledge and access of target population to nutritious food, by training and supporting agriculture, fish and poultry productions and by improving access to safe water.
<i>First Step: Preventing sexual abuse of boys</i> First Step Cambodia (FSC) 2012–2015. € 343,975	Sexually abused boys and young men as well as their caregivers; staff of partner CSOs.	A Cambodia in which all children are protected from sexual abuse and exploitation by all in society – and those who have experienced abuse, have easily accessible, safe, appropriate and sensitive support, enabling them to fulfil their potential.	A range of prevention and support services for at risk boys and young men, who have been affected by sexual abuse, and to their families, caregivers and supporters. Training to communities and other NGOs, awareness raising and advocacy.
<i>Community based care for children and youth with moderate to severe disabilities in Chhouk district, Kampot and Kratie provinces</i> Komar Pikar Foundation (KPF). 2014–2015, € 103,931	Children/youth with disabilities and their caregivers; staff of other NGOs.	Support the physical, mental and social development of children and youths with moderate to severe disabilities and their families through appropriate care and education.	Implementing direct programs and technical support to local and international NGO programs, and engage in government policy forums. Specific activities include an Activity Training Centre for Infants and Children in Phnom Penh and three community and school based centres in rural districts in Kampot Province.
NEPAL			
<i>Child Mental Health Programme (CMHP)</i> Centre for Mental Health and Counselling (CMC) – Nepal 2010–2014, € 718,628	School going children and adolescents with behavioural problems, teachers, School Management Committees (SMC) and parents in Dolakha, Kavrepalanchok and Kavre districts.	Decrease suffering of children and adults with stress, trauma and mental illness through promotion of psychosocial wellbeing of the school going children and adolescents through school counselling and child friendly teaching methods. Increase child-friendly education and teaching methods.	Mental health & psychosocial services to children and adolescents, training on school counselling, child friendly teaching methods and education.

Project name, partner CSO and budget	Beneficiaries	Goal	Activities
Enhancing Livelihood through Local Efforts Project (ELLEP) Group of Helping Hands (SAHAS) – Nepal 2010–2015, € 774,555	Poor <i>Dalit</i> and ethnic community, landless and small-holders, primary school students, working through CBOs and their networks in 15 VDCs of Gorkha, Tanahun and Dhading districts.	The project interventions and activities will reduce poverty by enhancing livelihoods of the poor and marginalised communities through increased livelihood options, developing infrastructure and empowering the poor and marginalised communities through capacity building and developing their local organizations and civic society.	Agriculture, livestock, self-employment, community development, market access, and water, sanitation and health (WASH).
TANZANIA			
<i>Community Empowerment Programme (CEP) in Morogoro</i> Tanganyika Christian Refugee Council (TCRS) 2010–2015, € 696,276	22 rural villages in Morogoro district (around 30 000 villagers), and especially the most disadvantaged households (3300).	Reduce human suffering and poverty by empowering vulnerable, marginalised, and displaced communities in Tanzania to achieve self-reliance and sustainable development.	The implementation of the TCRS Empowerment Curriculum, which covers courses for local leadership and marginalised people. Establishment of groups, awareness on rights, capacity building, income generating activities, village community banks (VICOPA), agriculture; public expenditure tracking.
<i>Participatory options for livelihoods innovations and gender empowerment (POLIGEP)</i> Huduma ya Maendeleo ya Wafugaji (HiMWA) 2011–2015, € 382,081	Pastoralists belonging to Maasai, Barabaig, and Sukuma ethnic groups living in southern Tanzania and especially in Morogoro region	Improved social welfare by addressing income poverty and social inequalities among pastoralists in southern Tanzania	Service delivery (training, monitoring, improved cattle and pastures, village community banks, income generating activities, awareness) and advocacy toward the duty bearers, such as districts and the regional/central government.

Source: Programme and project financial reports; Felm project information table; project information sheets.

4 FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

4.1. Relevance

The Felm development cooperation programme corresponds closely to the Felm overall strategy: it focuses on supporting the rights and livelihoods of the poorest, vulnerable and marginalised people as well as the disabled and women and girls. The ultimate goal of Felm's development work is to ensure a dignified life for all the people and communities targeted by the initiatives (FELM, 2010). The discussions with partner CSOs as well as the study of the strategies and programmes show that partner strategies and visions are well aligned with the Felm goal and programme purpose of eradicating poverty and promoting respect for human rights that would free peoples' resources for constructive activities. For example, in Tanzania, Tanganyika Christian Refugee Service (TCRS) vision statement is "Empowered communities living in a just, democratic society, united in diversity and enjoying quality of life and God given dignity" and their mission statement is: "TCRS is committed to reducing human suffering and poverty by empowering vulnerable, marginalised and displaced communities in Tanzania to achieve self-reliance and sustainable development" (TCRS, 2013). Similarly, in Cambodia, the CWS works to eradicate hunger and poverty and promote peace and justice among the most vulnerable people (CWS, 2015a), while Komar Pikar Foundation focuses on the development of programmes and strategies to address the needs and promote the rights of children and youth with moderate to severe disabilities across Cambodia (KPF, 2012 b).

Relevance to the Finnish development policy

Since the beginning of Felm's current 2011-16 programme, Finnish development cooperation has been guided by two different policies. At the onset of the Felm programme in 2011, the valid policy was the government decision-in-principle of 2007 "Towards a Sustainable and Just World Community" with the objectives of eradicating poverty and promoting ecologically sustainable development, while the following cross-cutting themes were to be taken into consideration (MFA, 2007):

- Promotion of the rights and the status of women and girls, and promotion of gender and social equality;
- Promotion of the rights of groups that are easily excluded, particularly children, with disabilities, indigenous people and ethnic minorities, and promotion of equal opportunities for participation; and,
- Combating HIV/AIDS; HIV/AIDS as a health problem and as a social problem.

The ultimate goal of Felm's development work is to ensure a dignified life for all the people and communities targeted by the initiatives.

The Felm programme is relevant to the priorities of the two Finnish development policies, especially the priorities of poverty reduction and human rights.

In addition, there was a special emphasis on the importance of issues relating to climate and the environment.

The 2012 policy was based on human rights (MFA, 2012). The priority areas were:

- A democratic and accountable society that promotes human rights;
- An inclusive green economy that promotes employment;
- Sustainable management of natural resources and environmental protection;
- Human development.

Furthermore, the 2012 policy specified three cross-cutting objectives which also defined activities: gender equality, reduction of inequality, and climate sustainability.

Meanwhile, the main objective for the CSO support (MFA, 2010) is the contribution of a vibrant and pluralistic civil society to democracy and good governance. According to the CSO guidelines, the programme support granted by the MFA to partner organizations includes a development communications component.

Based on the analysis of the programme plan, field projects and evaluation reports, the Felm programme is relevant to the priorities of the two Finnish development policies, especially the priorities of poverty reduction and human rights. The cross-cutting issues of the rights of women and girls, persons with disabilities and combating HIV/AIDS (2007 policy) have been mainstreamed in the programme and in the partners' projects (Figure 4 on division of projects under themes). The 2007 emphasis on sustainable development is particularly strong in some countries. In Colombia and Nepal there are three projects and in Cambodia four projects that Felm identifies under the theme of environment and sustainable development. On the other hand, in some other countries, like China, no project links to the environment. The project portfolios in each country are based on Felm regional plans for the international cooperation. The selection of projects reflect the regional priorities and objectives set out in the joint regional plans.

The promotion of gender equality and inclusive development is taken into consideration in the overall programme objectives as well as in the objectives of most projects. Assessed against the UNDP human development classification, nine of the Felm partner countries belong to the group of Low Human Development Countries (Angola, Ethiopia, Malawi, Mauritania, Nepal, Pakistan, Senegal, Tanzania, Zimbabwe), whereas Bolivia, Botswana, Palestinian territories, South Africa and Vietnam belong to the group of Medium Human Development (UNDP 2015). Nepal and Tanzania are also the main receivers of bilateral Finnish development assistance.

The alignment of the programme with the environmental and climate change objectives of the Finnish development policy is good at the level of plans, but in the sampled projects, climate change issues are more or less present through the introduction of improved stoves (TCRS, SAHAS) and the establishment of improved pastures by planting drought resistant fodder species. According to the project descriptions (SLS, 2011-2015), the sustainable management of

natural resources in the Felm funded projects covers mostly water and waste management, which have to a certain extent been considered, i.e., in the Church World Service, SAHAS and TCRS projects. However, the visited projects did not work on, for example, erosion control or the sustainable use of forest resources, although problems of erosion or unmanaged deforestation were visible in the area (Morogoro district in Tanzania).

In the external mid-term review (Vormisto and Tran-Nguyen, 2014) the survey on partners' priorities for the future strategic development cooperation objectives found that almost one fifth (19%) of the issues raised were related to environmentally sustainable development and food security, and 26% of the respondents considered climate change adaptation and disaster risk reduction related work an important strategic focus.

Responding to the rights and priorities in the partner countries

The field interviews and document review found that the Felm programme is relevant to rights and needs at the local level, although in some cases no detailed situation analysis exists. There are three different ways the programme uses to respond to the priorities and rights:

1. Projects follow government poverty classifications and policies when selecting the intervention areas (Human Development Index followed by the TCRS in Tanzania, the Identification of Poor Households Programme by the CWS in Cambodia, Nepali government policies and district level line agency coordination);
2. Partners undertake their own research and background analyses, including, i.e., surveys at household level to select the direct beneficiaries: Tanganyika Christian Refugee Service identifies the most vulnerable households through total household survey, while SAHAS targets ethnic minorities and Dalits, making a comprehensive baseline on livelihoods in project areas;
3. Self-assessment of needs by communities: in the TCRS, CWS and SAHASs projects the vulnerable people participate in selecting the livelihoods activities they want to be assisted in.

In all seven sampled projects, the activities responded to the local needs as expressed by different stakeholders and beneficiaries. Some CSOs target groups of people that are very vulnerable by nature, such as sexually abused boys in Cambodia and persons with disabilities in Cambodia, Nepal and Tanzania.

In project documents, a general description of the situation is included, in some the description is more detailed, e.g., Church World Service and Komar Pikar (CWS, 2012; KPF, 2012 a), whereas the Tanganyika Christian Refugee Service project plan includes a rather superficial presentation of the context in which the project will be implemented (LWF-TCRS, 2014). In the sampled projects, needs for improvement were identified for improving the quality of analysis on broader policy context, institutional environment, stakeholders or issues and trends in the development. Analytical skills between the CSOs and their individual staff members may differ. Sometimes the situation is described in detail

The field interviews and document review found that the Felm programme is relevant to rights and needs at the local level, although in some cases no detailed situation analysis exists.

All the sampled projects work on improving the rights of vulnerable people.

with all the challenges, but the identified interventions may not be appropriate or sufficient to address the situation. This is evident in the case of the HiMWA project in Tanzania, which describes in detail the land conflicts between pastoralists and farmers but does not establish a proper strategy, theory of change or work plans that would systematically address the hurdles involved (HiMWA, 2014 e).

All the sampled projects work on improving the rights of vulnerable people, be they the poorest (Tanganyika Christian Refugee Service, Church World Service, SAHAS-Nepal), persons with disabilities (Komar Pikar, Centre for Mental Health and Counselling), victims of sexual abuse (First Step Cambodia) or people marginalised because of their ethnic affiliation and livelihoods, such as the Dalit in Nepal (SAHAS Nepal) or the Maasai in Tanzania (HiMWA). Table 5 shows the main rights that the sampled projects were found to address.

Table 5: Rights addressed by the sampled projects

Right	CWS	KPF	FSC	TCRS	HiMWA	SAHAS	CMC
Children's rights	x	x	x		x	x	x
Right to education		x	x	x	x	x	x
Right to equality/freedom from discrimination	x	x	x	x	x	x	x
Right to food	x			x		x	
Right to health	x	x	x				x
Right to land					x	x	
Right to housing and shelter		x	x	x			
Rights of persons with disabilities	x	x	x	x	x	x	x
Right to work and livelihood	x	x	x	x	x	x	
Women's rights	x	x		x	x	x	
Freedom from inhuman/degrading treatment		x	x	x			
Freedom from violence/physical punishment			x		x		x
Freedom from slavery and human trafficking			x				

Source: Field interviews with CSO staff, beneficiaries and stakeholders; annual narrative reports of CSOs.

The accountability mechanisms used in the projects vary. Whilst working with and within the government, the CSOs in Cambodia and Nepal address the issue of accountability. They support the government and others defending the rights of vulnerable citizens as the intervention lasts, but simultaneously build their capacity and advocate the duty bearers to respond to the needs of vulnerable people. In Tanzania, it was found that this type of advocacy was less common. In Nepal, Felm partner CSOs follow the practice of district level project advisory committees which is mandatory and part of government policies. In Tanzania, the Tanganyika Christian Refugee Service promotes public expenditure tracking surveys (PETS) through which the village governments detect how district funds have been spent and learn to lobby for funding to their development initiatives (TCRS 2010-2014; interviews with beneficiaries).

Felm promotes the participation of partners CSOs in programme planning through joint planning meetings and workshops. The partner CSOs have been trained in accountability and transparency through the project manual and results-based management training. There are various tools and guidelines in use for the advancement of accountability and transparency. The annual report of Felm as an organization is translated into English, but the separate development cooperation report provided to the MFA is in Finnish only. The preparation of the new Felm strategy has included wide participation and consultation of partner CSOs, while various codes of conduct have been introduced throughout the programme period, including anti-corruption guidelines. An anti-corruption button was launched at the end of 2015.

Two of the 18 evaluation reports reviewed do not include an assessment of relevance as part of the selected criteria. Those that do usually state that the project was either relevant or very relevant, as it responded to the needs of the marginalised and vulnerable people, such as persons with disabilities; achieved important results; and/or was highly appreciated by the targeted groups.

Comparative advantage and the strength of Felm and partner CSOs in programme countries

Felm partner CSOs are local or international NGOs and faith-based organizations, as well as church organizations. Their comparative advantage in working on specific issues and areas of intervention vary:

- SAHAS Nepal works in remote areas with marginalised groups of people. They are specialised in assisting groups to mobilise resources for agricultural production and other income generating activities;
- Centre for Mental Health and Counselling is the most recognised organization in Nepal in the area of psychosocial counselling which is new in the country. They partner actively with the government;
- As an international NGO with 70 years of history, the Church World Service has vast experience of project implementation and is able to use experience from other countries;
- Komar Pikar Foundation is one of the few organizations in Cambodia working in the area of children and youth with disabilities, and the only one engaged in outreach to remote communities where disabled children have even less access to their rights;
- First Step Cambodia is the only active organization focusing their support on sexually abused boys in Cambodia;
- Tanganyika Christian Refugee Service has 50 years of experience working with Tanzanian rural communities and a long experience of empowerment approach. They are a reputable organization with good management systems and experienced staff;
- HiMWA was founded by pastoralists themselves and is based in the region where they work with deep understanding of dynamics in and around pastoralist communities.

All the partner CSOs have ample experience in the geographical area of their work and their commitment is long-term.

The strongest comparative advantage of Felm is working with the poorest and marginalised people.

In some cases, there is less alignment as human rights are not fully integrated in the national law.

All the partner CSOs have ample experience in the geographical area of their work and their commitment is long-term. The same applies to Felm: it has been present in the countries for many years and has solid knowledge of the development context and local circumstances in each of them.

The strongest comparative advantage of Felm is working with the poorest and marginalised people. Felm has been involved in human rights projects for a long time and the staff is well trained. The organizational structure with technical assistance in some projects and area coordinators in a number of countries supports close engagement and monitoring of partner CSO projects in the field.

Felm is a Christian organization but there is no sign of evangelisation in the development cooperation work, nor is Christianity set as a condition for support. Partner organizations are rather diverse, some are long-term and strong (TCRS, CWS), some are local, small and new (KPF). This is relevant as the Finnish CSO policy objectives emphasise the support to a vibrant and pluralistic civil society and capacity building. However, in Tanzania where the number of local CSOs is elevated, there are very few partners in addition to the TCRS and the Evangelic Lutheran Church of Tanzania.

Alignment with national policies

In most cases, CSOs work through and with the local government structures, such as commune councils and village development councils (Cambodia and Nepal) or district authorities (Tanzania and Nepal). The projects are mostly well aligned with the national policies and priorities. For example, in Cambodia, the work of Komar Pikar Foundation is aligned with the National Disability Strategic Plan as well as with the “Education for all” approach (Royal Government of Cambodia, 2014 b, c). Furthermore, the work of the Church World Service is coherent with the strategic framework for food security and nutrition of Cambodia (Royal Government of Cambodia, 2014 d). In Tanzania, the evaluated projects contribute to the overall national development goals and to sector specific policies, such as the national livestock sector development programme (Government of United Republic of Tanzania, 2006, 2010 a-b, 2011).

In some cases, there is less alignment as human rights are not fully integrated in the national law. This is the case in Nepal, where the Centre for Mental Health and Counselling works with mental health problems which are not included as a disability in the new constitution. Consequently, the children with mental health problems are not entitled to incentives for education. The SAHAS Nepal supports land rights of indigenous people but the right is linked to obtaining citizenship certificate which is a considerable challenge for landless people. In Tanzania, the national livestock policy envisages a commercially run, modern livestock sector, in which pastoralists have a role but not within the frame of the current land use. Violent land conflicts between pastoralists and farmers in the project area show that although the project is aligned with the national policies (Government of United Republic of Tanzania, 1999), the prevailing political and institutional realities contradict the policies. This type of flaws and gaps in policies and legislation calls for advocacy which is covered by some of the sampled projects while other partner CSOs may be too local and small to make any significant impact at national level.

Conclusion: The Felm programme is well in line with the Finnish development policies and national policies in the programme countries. The projects correspond to the strategic priorities of Felm and its partner CSOs with a strong focus on the most vulnerable and marginalised people. The mainstreaming of environmental issues takes time and it has not traditionally been the core expertise of Felm.

Recommendation 1: Felm should continue building on its strong capacity in engaging with the most vulnerable and marginalised group and, in addition, formulate a strategic plan on how environmental issues and climate change adaptation can be better mainstreamed in the programme by using technical assistance, cooperation with other CSOs and coordination with other programmes and the local government.

4.2 Efficiency

Outputs in service delivery and advocacy from partner CSO projects

In the sampled projects, most outputs have been achieved as planned in the project documents and annual work plans. For most projects, the outputs are based on service provision, and thus outputs are related to creating groups, improving local livelihoods and increasing productivity through training, technology transfer and direct investment in communities.

In Cambodia, the Komar Pikar Foundation delivered services to children and youth with disabilities and their caregivers by running day-centres and educating and building capacity of the children, their parents and families as well as authorities;

The First Step Cambodia produced outputs in Cambodia in social work, counselling, needs assessments and/or providing shelter for male survivors, their parents, caregivers and supporters. Efforts have also included advocacy, education and training of government partners and other CSOs;

The Church World Service trained over 500 beneficiaries in Cambodia on income generating activities (IGA) and introduced all 500 to at least one new agricultural technique. In addition, water, sanitation and hygiene related (WASH) outputs were achieved, such as awareness of sanitation practices and access to improved water infrastructure and sources.

In Tanzania, the Tanganyika Christian Refugee Service trained the leadership in all project villages in leadership skills. It also trained groups of illiterate women in all villages and established 139 groups, such as the village community bank (VICOBAs) and agricultural groups.

Also in Tanzania, the HiMWA outputs by 2015 included the initiation of four groups to raise cross-bred cows and two bull projects, as well as the establishment of eight VICOBAs groups. Some of the planned outputs were not achieved as they were considered unnecessary and too costly, such as participatory land-use planning in the six communities.

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In Tanzania, the Tanganyika Christian Refugee Service trained the leadership in all project villages in leadership skills.

In Nepal, the Centre for Mental Health and Counselling has built the capacity of teachers and schools in child friendly teaching, positive disciplinary approaches and creating a child friendly learning environment.

Felm started developing advocacy as a tool and method more systematically from the year 2013.

In Nepal, the Centre for Mental Health and Counselling has built the capacity of teachers and schools in child friendly teaching, positive disciplinary approaches and creating a child friendly learning environment. There was also some lobbying and advocacy activities on the integration of child mental health components in the existing education system.

The SAHAS Nepal has established groups and assisted them in networking among them. It has also developed the skills and knowledge of beneficiaries of self-employment schemes, construction and renovation of drinking water systems, installation of smokeless stoves, and creation of income generation groups.

Raising awareness of the importance of forming groups for income generation and of different human rights and entitlements is a common activity offered by the partner CSOs to enable the CBOs to advocate themselves for their rights. In Nepal, the SAHAS has assisted local groups to mobilise resources from local government authorities (SAHAS 2013 a, 2014, interviews with beneficiaries and stakeholders), while in Tanzania, the TCRS has trained village councils in conducting public expenditure tracking surveys (PETS) to trace the flow of resources available from the origin to destination and detect inefficiencies in public funding (TCRS, 2010-2014; interviews with beneficiaries).

The output level assumption “partner organizations have skilled staff to organise advocacy events and they are considered as a competent and trustworthy partner by government/community” is not completely valid based on the sampled projects. Felm has conducted capacity building of CSOs in advocacy skills, but there are still gaps, especially in strategic planning and working jointly with other partners to advocate for changes. The sampled partner CSOs are, however, trusted by communities and all interviews confirmed that they are also appreciated by government partners and stakeholders.

Felm started developing advocacy as a tool and method more systematically from the year 2013 onwards and advocacy is part of activities when deemed necessary and contributing to achieving the objectives. The sampled partner CSOs do, however, mainly operate in local contexts and the projects are rather small: in 2014, 36 percent of projects had funding of less than € 50,000 (29 out of 79 projects, FELM 2010-2014), which may affect the possibilities for advocacy. However, there is evidence of national level advocacy efforts and impact also from smaller projects. For example, in Cambodia, the FSC has raised the awareness of the victims of sexual abuse and their families but also advocated toward the government and other CSO partners.

Advocacy related outputs on the prevention of sexual abuse and protection of children locally have also taken place. For example, the Komar Pikar Foundation addresses disability issues at a national level to promote the acceptance of persons with disabilities, mainstreaming of disability rights and the inclusion in society of children and youth with disabilities. They also build the capacity of other CSOs through training. In Tanzania, both the TCRS and the HiMWA are connected to the network of the Evangelic Lutheran Church of Tanzania which actively advocates against the female genital mutilation (FGM), for pas-

toralists' land rights and promotes the creation of an as yet unregistered civil society platform for dialogue on pastoralist land issues in the Morogoro region. In Nepal, there is some evidence of advocacy towards duty bearers at district level, but very little national advocacy is done with the exception of the Centre for Mental Health and Counselling which attempts to lobby key individuals to include psycho-social wellbeing in the national curriculum.

Of the 18 project evaluations, only five assessed advocacy efforts because they were part of project plan and implementation. Two projects in Colombia have conducted significant advocacy work at national and even at international level on human rights violation issues, but less so at local level. In Mauritania, the Lutheran World Federation project has raised awareness among communities of gender, environment and human rights although not towards the decision-makers and government actors (Baker et al, 2014). The disability project in Nepal (Disabled Empowerment Project, DEP) has an advocacy component to promote the rights of persons with disabilities. According to the evaluation, limited activities had been performed in this area (Sigdel, 2013).

Felm is active in advocacy and communication through its regional managers at country level and through its headquarters in Finland at the national and international levels. Felm has a special advocacy unit, and it implements a Tasaus-campaign (www.tasaus.fi), which raises the general public's and decision makers' attention to the development issues that are in need of change in the Felm cooperation countries. The current campaign advocates for the land rights of the poorest people and raises funds for projects addressing land issues, i.e., in South Africa, Colombia and Nepal. The Felm website provides free downloadable material to schools and educators raising awareness on cross-cutting issues such as food security, human rights and HIV/AIDS. Felm has also contributed to global education in Finland through providing training in schools and other institutes.

Felm communication is diverse in terms of means and contents. In 2010–2015, there were altogether 28 different communication “interventions” which aim at raising awareness of Finnish people of the issues related to development cooperation. Table 6 shows different types of communication funded in 2010–2014.

Table 6: Types of communication funded through the Felm development programme in 2010–2014

Lähetysseuranommat magazine (in Finnish) twice a year with an accent on development cooperation
Mission magazine (in Swedish) twice a year with an accent on development cooperation
International guests from Felm projects visiting Finland and congregations to share results and information
An animation film about women's rights that was played in cinemas as a trailer for three weeks
Funding visits to Felm projects to gather communication material
Series of radio programmes (Tasaus)
Salary for the development cooperation communicator
Producing an online video on food security regarding FELM's human rights campaign

Felm is active in advocacy and communication through its regional managers at country level and through its headquarters in Finland.

The high number of Felm partners and projects funded in various countries raises the question of the validity of the approach and the efficiency of operations.

Coordinator for global education
Cooperation with an annual development-themed festival (Maailma kylässä)
Advocacy events and seminars

Source: Felm project information table; Felm, 2010-14; SLS, 2011-14.

The budget for communication is on average three percent of the total annual budget. In 2014 almost € 300,000 was spent on communication and in 2010-2014 the total expenditure was € 1,312,387.

The high number of Felm partners and projects funded in various countries (113 projects implemented with 53 partners in 18 countries during the evaluation period) raises the question of the validity of the approach and the efficiency of operations. The reasons for the multitude of countries are historical and traditionally Felm has concentrated in countries where it also has church cooperation. From 2017, the number of countries will continue decreasing by four and Malawi and Pakistan were already dropped earlier on. Still, the development cooperation will continue in 12 countries, some of which are not among the least developed countries.

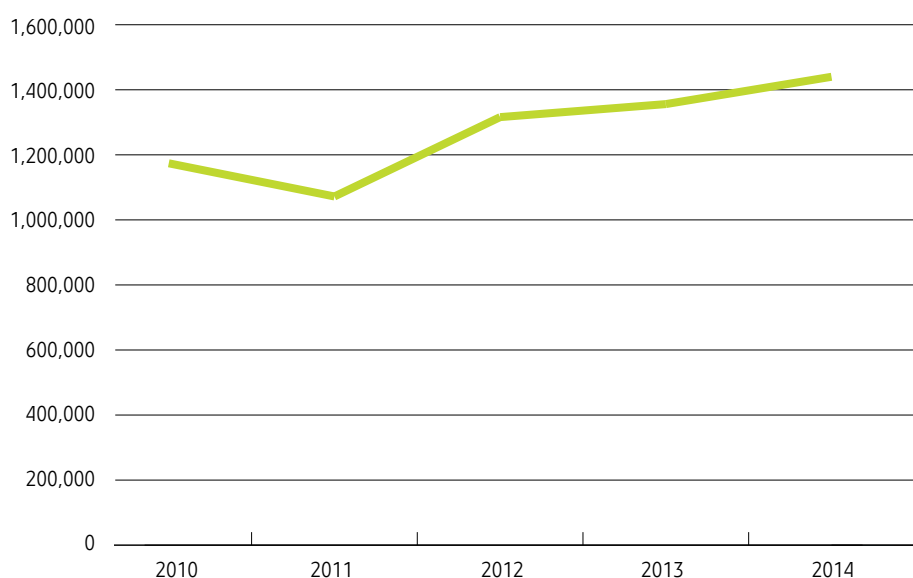
The external mid-term review (Vormisto and Tran-Nguyen, 2014) as such does not raise any problem in supporting a high number of projects but although it concludes that the approach to work with smaller local level partners at the grassroots level is a clear strength and added value of the programme, it is to some extent also a challenge for ensuring effectiveness (rather than efficiency). The issue detected is that “If the capacity of partners is not so strong and at the same time the number of partners and projects is high, FELM staff’s possibilities to support and monitor the projects and thereby contribute to their effectiveness is limited” (page 48). For this reason, the review concludes that “conscious strategic choices are needed when further developing the programme portfolio in order to ensure a balance between the available human resources and quality assurance related work load.”

Costs of human resources and technical support in Felm

Felm provided Finnish technical assistance/experts to 16 development and four disability projects in 2014 in a range of fields: psychology and disability issues, fund raising, financial management, project management, food security, pedagogy and production of learning materials (SLS 2011-2014). The total number of person months funded for regional managers and technical assistance was 269 for development projects and 64 for the disability projects. The total cost for technical support in 2014 was € 1,440,435, and for the whole period 2010-2014, € 6,359,496.

Figure 8 shows the development of costs for technical assistance/experts in Felm from 2010 to 2014. The annual costs increased by 22 percent from € 1,174 329 to € 1,440,435.

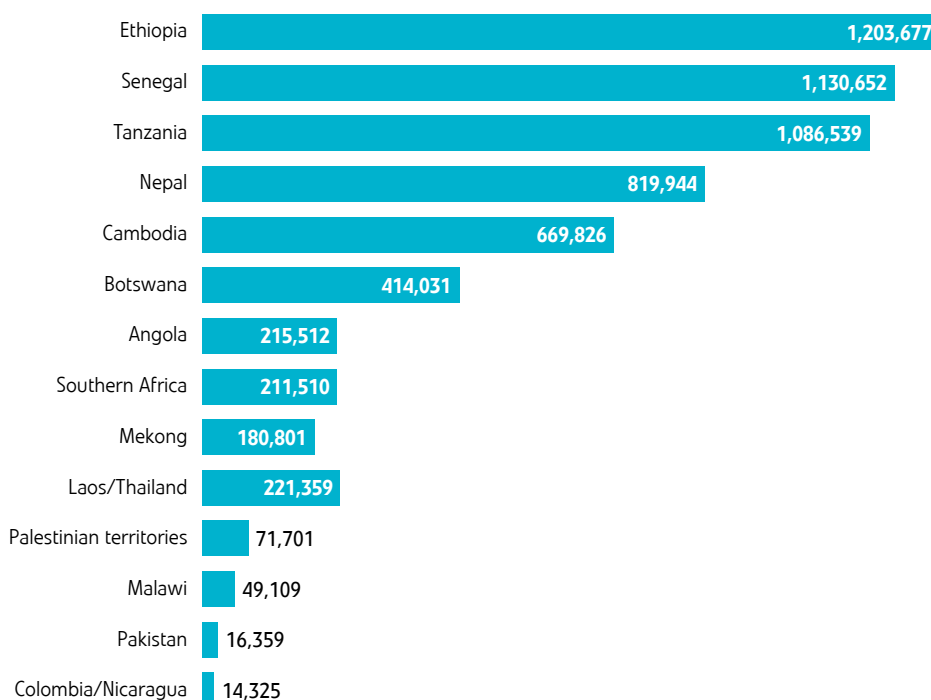
Figure 8: Development of costs for Felm technical assistance/experts 2010–2014, in €



Source: Felm 2010–2014.

Figure 9 shows the expenditure for technical assistance/experts in different countries in between 2010 and 2014, both in development and disability projects. The expenditure is highest in Ethiopia, Senegal and Tanzania, where regional managers and technical support staff in individual projects have been employed for longer periods.

Figure 9: Funding for technical assistance/experts in countries 2010–2014, in €



Source: Felm 2010–2014.

The expenditure and cost structure of projects vary largely for different reasons.

The administration costs are divided into development cooperation staff salaries in Finland, fund raising, salaries for financial and human resources management, office costs and advocacy activities. In total, they have increased from € 855,684 in 2010 to € 1,336,643 in 2014 although the reported share of total has always been 10% as instructed by the MFA. The remaining funds have been covered from Felm's own sources.

Costs and utilisation of financial and human resources in the sampled projects

For the sampled projects, Table 7 shows the expenditure and number of beneficiaries. Some CSOs were not yet able to provide the final audited expenditure for 2015, as the reporting cycle for 2015 was not completed at the time of this evaluation due to a later deadline.

Table 7: Expenditure by partner CSOs, number of beneficiaries and number of staff in the sampled projects

Organization	Number of direct beneficiaries	Number of project staff	Expenditure, in €	Average annual expenditure, in €
CSW 2013-15	19,821–9,597 female	8	142,000	47,333
FSC 2012-14	228–61 female	13 local and one expatriate	343,975	114,658
KPF 2014-15	140–56 female	26	157,691	78,845
TCRS 2010-14	10,000	7 (40 volunteer animators)	566,276	113,255
HIMWA 2011-14	439	5	285,141	71,285
CMC 2010-14	25739 – 52 % female	13 (7 full time)	472,243	94,448
SAHAS 2010-14	4927 households (HH) (average 5 members per HH equals around 25,000 people) -36% female headed HH	27	755,149	151,029

Source: Project narrative and financial reports.

In Cambodia, all the sampled partner organizations have obtained project funding from multiple sources. Thus, the Felm contribution constitutes only 21.75 percent, 26.16 percent and 55.5 percent of project expenses for the Church World Service, First Step Cambodia and Komar Pikar Foundation, respectively. Meanwhile, in Nepal and Tanzania, Felm is the only donor for the sampled projects. The expenditure and cost structure of projects vary largely for different reasons:

The *First Step Cambodia* project concentrates on advocacy and training of partners while direct individual beneficiaries are few;

The *Komar Pikar Foundation* develops programmes and strategies to address the needs of disabled youth, combining technical support and training to other NGOs with running of community and school based centres. The number of direct beneficiaries is small, but since NGO networks in Cambodia have benefited from the training the indirect reach is significant;

The *Tanganyika Christian Refugee Service* has staff based in their working areas which makes their work cost-efficient - working areas are remote and it would take three to four hours to drive from the Morogoro office to reach villages. The budget includes annual support to the construction of office buildings in Morogoro, which has taken annually 3 to 13 percent of the funds.

Also the *SAHAS Nepal* works in very remote, difficult to reach areas, but the staff are based at district level. The villages have not been exposed to development activities before, and high numbers of staff and plenty of staff time are considered necessary.

The *HiMWA* villages are at one to two hour drive from the CSO headquarters in Morogoro. Considering the number of individual beneficiaries, the use of the budget is not very efficient. However, in practice the technical staff is composed of only two persons and much of the work is advocacy related.

The salaries of local staff were found to be at an average level. In Nepal, an attempt was made to compare the staff salaries of two other CSOs with Felm partners: it was found that the salaries of the SAHAS and the CMC were actually lower than those of the other two Nepalese CSOs (Transformation and CEAPRED).

The evaluation team wanted to look at the allocation of funds to detect differences in cost-efficiency between the partner CSOs. Table 8 shows the allocation of funds in projects to three categories: salaries, general costs and administration. General costs cover administration and coordination for the Sahas Nepal, and administrative and M&E costs for the CMC, while the direct expenditure is everything else minus salaries. For TCRS office operation and maintenance together with M&E and staff training fall under general costs, while for HiMWA office operations, staff training and travel is under that category. For the Cambodian CSOs, organizational development, office support costs and transport as well as staff training and overhead costs fall under general costs, while salaries for all the CSOs cover both field staff and possible headquarter salaries. Direct expenditure refers always to beneficiary/stakeholder training and materials/equipment for beneficiaries.

The salaries of local staff were found to be at an average level.

The percentage of salaries varies greatly and shows the different approaches of the CSOs.

The partner CSOs are often small organizations which have relatively high administration/general costs.

Table 8: Distribution of expenditure of sampled projects in categories, in percent.

Category of expenditure	CWS	FSC	KPF	TCRS	HIMWA	CMC	SAHAS
Salaries	19%	66%	24%	42%	41%	37%	38%
General costs	20%	25%	27%	42%	21%	27%	13%
Direct expenditure	61%	9%	49%	15%	48%	36%	49%

Source: Church World Service, 2014, 2015 c; Pradeep & Co. 2013, 2014, 2015 a, 2015 b; Pradhan PP & Co. 2013, 2014, TCRS 2010-2015. The 2015 financial reports were not audited by the time of the evaluation.

The percentage of salaries varies greatly and shows the different approaches of the CSOs. It is difficult to make any assessment of cost-efficiency based on the allocation of costs:

- The *First Step Cambodia* is mostly involved in training which is conducted by the staff and, therefore, salaries constitute the highest percentage of all costs;
- The intervention of the *Church World Service* is more traditional: the project provides assets for income generation as well as different materials. Training activities are accounted for under separate training costs and not under salaries. Moreover, the CWS enjoys significant co-funding from other donors and is able to have a wider outreach, which would not be possible with Felm funding only;
- The *Komar Pikar Foundation* services consist of psychological and physical support to disabled children to prepare them and their caregivers for better participation in education and community life. In addition to costs for materials to stimulate learning and playing, there is also funding for day care centres;
- The *Tanganyika Christian Refugee Service* work is very much based on continuous training and monitoring by staff in the villages where they live. In addition to office costs and transport, general costs also include annual contribution to the building of an office in Morogoro. There is very little direct investment for beneficiaries;
- The *SAHAS Nepal* invests more funds through infrastructure and materials in villages, whereas general costs are relatively low.

It is hard to compare the interventions of CSOs to draw conclusions on cheaper alternatives: for example, in Cambodia, the First Step Cambodia and the Komar Pikar Foundation are the only actors in their particular fields of development. For the CWS, there are other organizations working on food security and nutrition, but most of these projects are larger with expatriate staff and more expensive solutions. In general, it was found that all the CSOs make use of local staff who are professionals in their field and base their interventions on local, cheaper solutions. Therefore, it is hardly possible to find cheaper alternatives to the CSO interventions.

The partner CSOs are often small organizations which have relatively high administration/general costs. These costs are fixed expenses with little annual fluctuation and, therefore, increasing some staff and extending to other work

areas or new communities would actually make their work more cost-efficient. This might be the case, for example, in the Tanganyika Christian Refugee Service: instead of covering only 22 communities they might add three more staff members and cover six more villages in Morogoro district. The HiMWA is an example of a CSO with limited efficiency: they only cover six villages with relatively few activities undertaken by a total of five staff members (executive director, two technical staff members and two support staff members).

Results-based management

Felm has well prepared tools for results-based management (RBM) including a detailed monitoring and evaluation plan for the programme 2011-2016, a project manual and related training package that can be used for partner CSO staff and Felm staff (FELM 2014, 2015 a,b). The understanding of RBM in Felm has increased significantly during the evaluation period and extensive development of tools has taken place.

Almost all the partner CSOs use the logical framework approach (LFA) which is part of the Felm project plan format. The terms used in the Felm programme, partner CSO project plans, the Felm monitoring and evaluation plan and project manual are consistent. They include goal/impact, purpose, outcome, output, activity and input/resource. Both needs-based terminology, e.g., “beneficiaries”, and rights based terminology “rights holders and duty bearers” appear in project plans, although Felm encourages the use of the latter. In the different tools, such as the project manual, both terminologies appear side by side.

Currently Felm is developing its use of RBM at programme level and a completely new result chain is being built. The next strategy for 2017-2022 has just been developed in an analytical and consultative manner. In the 2011-2016 programme results matrix, outcome level indicators are related to the numbers of projects and the structure of partner organizations, but in the new version, they will be more linked to the changes taking place among the project beneficiaries/rights holders.

The programme goal, purpose and outcomes are based on the overall mission, vision and strategic objectives of Felm as well as other relevant international and national policy objectives. The planning process for the next programme phase from 2017 started with the mid-term review (MTR) in 2014 which included views and feedback from partner organizations. In 2014, a partnership forum was organised to pave way for the development of the new Felm strategy and partner CSOs were invited from different countries. The planning process included various analyses and workshops as well as surveys among partner CSOs and Felm staff to support the formulation of strategic objectives. Two types of strategic objectives were set: 1. for the expected results in the lives of the beneficiaries/rights holders and duty bearers, and 2. for Felm and its internal development processes. Both will be operationalised at programme and regional levels during 2017-2022. Felm analysed partner needs, its own value and strengths as well as dynamics and influences from the external operating environment. This helped to identify the optimal programme focus. Country and partner selection criteria were further developed. Indicators are identified for programme outcomes both at global and regional levels and new targets will be set after the baseline data is collected in 2017.

Felm has well prepared tools for results-based management (RBM).

The planning process for the next programme phase from 2017 started with the mid-term review (MTR) in 2014 which included views and feedback from partner organizations.

The programme objectives are set to contribute to human rights, international and national (Finnish, local) development policy objectives, cross-cutting issues, and to the vision and strategic objectives of Felm. The content is designed to meet the priorities and needs on the ground, and fulfil gaps in the capacity of the final beneficiaries/rights holders and duty bearers.

Partner CSOs are responsible and own the project level identification and planning for which a set of background analyses and tools are required. They use participatory methods to base the planning on the views and priorities of the local communities. The regional managers and the Felm Helsinki based development cooperation managers provide feedback and ensure alignment with Felm objectives and priorities.

Felm has good expertise in monitoring and reporting which has resulted in comprehensive systems and tools. The regional and Helsinki based managers conduct monitoring and inspection visits together with CSO partners, while sometimes the MFA and the local embassy staff monitor to ensure accountability. In Nepal, joint monitoring visits are conducted with district and central level line agencies as well as with other organizations funding the same CSOs. In addition to explaining project management procedures in a detailed way, the Felm project manual includes, e.g., ethical guidelines, job descriptions for all the staff, a time sheet format, check lists for monitoring visits and reporting formats. The project manual is used both by Felm and most partner CSO staff as verified in the interviews. The two-layered system that includes the work of Felm headquarters and field staff enables the accumulation of information, sharing and learning as well as triangulation of facts.

Felm collects indicator data systematically. Changes in budgets can be made based on justifications, partner performance and capacity to deliver. For example in Tanzania, the Tanganyika Christian Refugee Service budget was changed to accommodate assistance to victims of floods. There are tools for managing and documenting the use of monitoring data and to follow up the agreed action points. The capacity of partner organizations is also monitored and reported systematically, although the quality and detail of regional manager reports varies.

Programme level reporting is based on project reports and other information obtained during the implementation year. The headquarter staff analyses and synthesises the information received via various reports to describe the programme level status quo. Various monitoring and data management tools are used (for indicator data, qualitative reporting, financial data, risk record tool, electronic systems, etc.). Felm's own programme level monitoring and reporting feeds back to higher levels of leadership and management, including organizational reporting on results and processes, internal controls and audits, risk reporting, etc. A comprehensive work plan and a programme level report is delivered to the Ministry for Foreign Affairs of Finland once a year. This report, written in Finnish, includes the narrative report, programme financial report, reports from external auditor, report on human resources, monitoring data and tools, project and programme evaluation reports and summaries, project profiles, etc. The report is largely descriptive although it includes an M&E table which updates the achievement of the annual regional indicators as well as

indicators for global objectives (outcomes) according to the programme monitoring cycle set out in the M&E plan. (SLS, 2013 a). Usually the work plans are discussed mid-September between the Felm and the desk officer, while the annual consultations take place in December-January to discuss the annual reports of the year before the last (Ulkoasiainministeriö, 2014).

Felm uses a rolling issues record where the monitoring findings and follow up of visits, annual reports, assessments and audits, management letters, risk analyses, etc., are collected to be acted upon. Follow up dates and closing dates of the issues are included.

Project level reporting from partner organizations includes, among others, semi-annual and annual narrative reports, quarterly financial reports, audit reports and management letters from external auditors, monitoring reports, memos from internal or stakeholders meetings, workshops, evaluation reports, final reports, etc. Six out of seven CSOs examined by this evaluation use the Felm reporting format, but the quality and level of detail vary considerably. The Felm format clearly shows the outputs, including a table of what was scheduled, what the indicators are, the actual progress and reasons for deviation. Nevertheless, the reports rarely provide information about the outcomes or progressive contribution to project impact.

Evaluation is mandatory at the end of each project. The review of the 18 evaluation reports shows that the quality is uneven and that the terms of reference and, consequently, the evaluation reports, do not follow the same format. For the purpose of this evaluation it would have been useful to find the same information in all the reports but some reports have no findings on efficiency, and usually there are no indicators used in the assessment of effectiveness. There is rarely any assessment of advocacy or capacity building, and virtually none of the evaluations assesses the capacity building efforts by Felm of its project implementing partners, which probably means that they have not been part of the project design. The Felm project manual (FELM, 2014) gives guidance on managing the evaluation and review process and refers to the OECD/DAC criteria.

In spite of the methodological weaknesses of the reports, the evaluation exercises may have been useful to the partner organizations when the evaluator is a highly experienced national professional and carries out extensive field work. The recommendations of the external mid-term review have mostly been taken into account in the new strategy and programme plans.

From the MFA side, the management of the programme-based support depends only partially on any formally established practices. There is no unified understanding of reporting guidelines, and hence request for the level of detail in the reporting depends on the desk officer in charge of monitoring. The feedback from the MFA is often limited and there is little discussion on the contents of Felm's work apart from the annual consultation. The evaluation reports that Felm regularly annexes to the annual report are sometimes commented by the MFA. According to Felm, it would be useful and beneficial to discuss the programme plans with the CSO unit and to receive justified feedback on the various reports. A major problem is the limited response to and reporting of CSO programme outcomes onwards by the MFA itself. If the results obtained and

Nevertheless, the reports rarely provide information about the outcomes or progressive contribution to project impact.

The review of the 18 evaluation reports shows that the quality is uneven.

The Felm programme is largely based on a human rights based approach (HRBA) and this is evident in all the sampled projects.

Disability is mainstreamed in all the visited projects and this is now common in all Felm support.

reported by the CSOs are not reported onwards by the MFA, it may seem that very little has been achieved through funding of CSO projects.

Embedding human rights issues in the implementation of the programme

The Felm programme is largely based on a human rights based approach (HRBA) and this is evident in all the sampled projects. In most cases, Felm has initiated the HRBA in partner CSOs and the capacity is built by training, during monitoring visits and through feedback to plans and reports. All the evaluated CSOs demonstrate deep involvement in human rights issues as shown in Table 5 and participatory planning is promoted in partner CSOs. The SAHAS Nepal and Tanganyika Christian Refugee Service approach is based on empowerment and rights of participation of the marginalised people in planning and defining their needs. Similarly, the three CSOs in Cambodia ensure full participation of citizens in their specific area of work as the beneficiaries are continuously consulted and support is targeted to their needs. In Nepal, the SAHAS organised HRBA training for staff at central level while gender equity and rights based training was conducted for district level staff, community based organizations (CBOs) and their networks.

Gender equality is mostly addressed by making sure that both women and men participate in project activities and by disaggregating project data by sex. Gender equality and balance have been sufficiently ensured both among beneficiaries and CSO staff. None of the sampled CSOs has, however, conducted separate gender surveys to assess the different needs by men and women. The 2014 mid-term review that calculated indicator values found that out of the sampled 21 projects, two had annexed a separate gender analysis tool and 13 out of 21 showed evidence of gender analysis (analysis of project context and needs) integrated in the actual project plan. Among the sampled projects, the team noted that, e.g., in Cambodia in the case of the First Step Cambodia with their specific target group (sexually abused boys), the lack of gender analysis is understandable, but for the other two CSOs, there may be differences in needs and opportunities for girls and boys, and women and men – this could have been researched by the CSOs. Girls with disabilities may well benefit from a different approach than boys.

Disability is mainstreamed in all the visited projects and this is now common in all Felm support. Since 2011, Felm uses a “twin track” approach which means that there are separate disability projects, and in addition, disability issues are mainstreamed in all other interventions. In 2014, there were 17 special projects addressing the rights of persons with disabilities, including support to the Ecumenical Disability Advocacy Network (EDAN) to advocate for the rights of persons with disabilities in East Africa. In Cambodia, all the CSOs offer specific interventions to improve the lives of persons with disabilities, and the Komar Pikar Foundation has built the awareness and capacity of others to develop their interventions. In Tanzania, the Tanganyika Christian Refugee Service has two specific target groups that are supported in all villages, namely the persons with disabilities and people living with HIV/AIDS. The HiMWA has conducted fact finding on disability issues but the activities have not been initiated yet.

Technical assistance from the Felm staff has had a considerable contribution in mainstreaming human rights based approach in partner CSOs and their projects. Also the mid-term review concluded this by stating that “However, it is clear that FELM staff has played a proactive role in promoting inclusion of vulnerable groups in projects and for this reason, considerable progress has been made especially in the areas of gender mainstreaming and inclusion of people living with disabilities”(Vormisto and Tran-Ngyen, 2014, page 47).

Monitoring of and reporting on the achievement in human rights issues are, however, still limited. The HiMWA brings attention to human rights violations when they report (HiMWA, 2012-2015) on forceful encroachment to pastoralists’ land by neighbouring villages, the ignored legal recognition of Mabwegere village in Kilosa as a pastoralist registered village and “interests of unscrupulous public officials who cause staggering government action to restore former (village land) as per court order”.

Risk analysis and management

In the programme plan, Felm identifies the following risks to the programme:

- capacity of partners in management and administration
- lack of critical contacts and technical skills that complicate the creation of a broad funding base
- predictability of financial resources and fluctuations in exchange rates
- staff turnover and recruiting both for Felm and its partners

The mitigation of risks covers capacity building, support by Felm staff, open and transparent discussion about funding with the MFA and with partners, monitoring of exchange rates and moderate budgeting as well as allocation of necessary human and financial resources to the recruitment process. The risk of cuts in funding materialised in 2015 when all the CSOs were faced with the reality of a 38 percent budget cut. Felm managed the situation by reducing the number of countries where development cooperation takes place as well as cutting the budgets of individual projects.

The project plan format for partner CSOs contains a chapter on the assessment of internal and external risks as well as an assessment of factors that might prevent the purpose of the project from being achieved. The same applies to the annual report format, in which the CSO analyses how risks affected the project and how the project reacted to the risk. However, the quality of assessment in the sampled projects could be improved. In some cases, a proper assessment could potentially have assisted the CSO to handle the things differently, such as the HiMWA for strategizing an adequate plan to mitigate the violence in communities where Maasai herders have been attacked by armed farmers.

Felm has included training on risk assessment in its package for planning, monitoring, reporting and evaluating. The exercises are clear and if properly facilitated, should make the trainees comprehend the idea of risk assessment.

Most partners are small CSOs that manage to run their projects flexibly even when risks materialise. The real asset of these organizations is the local staff who are able to operate in demanding conditions and can find solutions to eve-

Most partners are small CSOs that manage to run their projects flexibly even when risks materialise.

ryday problems. A risk that did materialise, for example, for the CSOs sampled in Tanzania (TCRS and HiMWA) in 2015 was the delay in receiving funds, which left them without operational budget for the first months – the same happened in 2016. This has according to the CSOs caused some delays in implementation.

Conclusion: The partner CSOs are able to implement their own development projects and achieve results which benefit project beneficiaries. As shown in some of the sampled projects, the expenditure for administration (office, administrative staff) can be relatively high while there is also a lot of need for staff at local level. Felm has successfully supported small partner CSOs in growing and developing but monitoring and technical support requires a lot of resources from Felm.

Recommendation 2: To increase efficiency of interventions, Felm could assist the partner CSOs to find other funders for complementary activities in the same or adjacent area while small projects could be limited to those piloting new and innovative approaches, sharing lessons learned as much as possible between projects and countries.

Conclusion: CSO networks and joint advocacy have been supported successfully in some countries as many of the sampled CSO partners are small, and alone they are not able to advocate for changes at national level.

Recommendation 3: By using the successful examples from the programme, Felm should further develop advocacy capacities in CSOs through a separate funding and time allocation. This should be separately addressed in work plans and through capacity development through formal training, strategic planning and in-service support, as well as assisting some CSOs in constructing a very simple Theory of Change when the project outcomes are related to difficult human right violation situations.

Conclusion: Technical assistance has positive results particularly in capacity development and facilitating networking between the partner CSOs. The budget for countries such as Ethiopia, Senegal and Tanzania has been over € 1 million during the evaluation period which is a high percentage of the country budget.

Recommendation 4: Felm should continue providing technical assistance in countries and sectors where needs arise, building on the past experience and carefully considering where and in what thematic areas expatriate technical staff is needed. A separate evaluation of technical assistance might be beneficial for decision making.

Conclusion: Although considerable development of RBM systems has taken place, some CSO partners still have limited capacity to establish meaningful indicators for their objectives/outcomes or to report other than outputs. Building the capacity in planning, monitoring and reporting is a long process.

Recommendation 5: With the near completion of the RBM system, Felm should continue systematically building the capacity of partner CSOs in planning, monitoring and reporting of their projects. This should include adequate reporting on outcomes and contribution to the impact as well as on human rights issues.

Conclusion: Some of the sampled partner CSOs had conducted periodic data collection to monitor the changes at outcome level but the evaluation team found that there had been little systematic analysis of or reporting on the findings. This is unfortunate as both the beneficiaries and stakeholders reported positive changes in their livelihoods.

Recommendation 6: The projects that have collected baseline information on the result indicators should be instructed to collect, analyse and report data on the periodic changes, either by allocating funds for this in the project budget or engaging an outside consultant/university to conduct the surveys through a separate budget in the programme.

Conclusion: Felm has supported for many years the partner CSOs to evaluate their projects while there is also an efficient way to monitor the implementation of evaluation recommendations. It was, however, found that the evaluation reports did not always cover the same criteria (such as the OECD/DAC criteria) and their quality is often not adequate for conducting a meta-evaluation.

Recommendation 7: More standardised terms of reference should be used for evaluations so that they would cover a minimum of shared criteria (such as the OECD/DAC criteria) to enable some comparison. Felm has planned for an impact evaluation in 2017 and a meta-evaluation of project evaluations should be conducted as part of the impact evaluation.

4.3 Effectiveness

Value and merit of outcomes in the Felm programme

Felm reports on programme outcomes in three different ways:

- In the annual narrative report as a qualitative description synthesising achieved results from various reports;
- Following the results matrix and the quantitative indicators defined in 2011. For example, *“change in the proportion of women in executive and decision-making positions in partner organizations and projects over the Programme Period (PP) or Change in the number of projects aiming at improving women’s livelihood over the PP”* for the objective on women and girls. The set of regional indicators is measured annually. For all of the programme indicators a baseline was constructed in 2010. The monitoring framework was updated with mid-term review data in 2013, and the last all-encompassing update will take place in 2017 as a result of the end review. The results framework 2011-2016 (FELM, 2015 b) lists mostly outputs from different projects.

Felm reports on programme outcomes in three different ways.

The programme narrative reports (in Finnish) are highly descriptive and much of the reporting focuses on activities and outputs.

The evaluation was able to find evidence for multiple planned outcomes that have been achieved in the CSO partner projects, although they have not always been fully reported.

- During the programme period, Felm developed another more detailed results table which includes in a narrative format the main annual results from different countries under each objective as well as results in advocacy. (SLS, 2014 b, Liite 7. Tulokset; SLS 2013 a).

The programme narrative reports (in Finnish) are highly descriptive and much of the reporting focuses on activities and outputs achieved during the implementation year. It does, however, also describe some outcome examples from each country and thematic area, but not in any detailed or quantitative manner and not under different objectives/outcome areas (FELM 2011, 2013, 2014). Programme level indicators are tracked and monitored regularly as set out in the programme M&E plan and project manual. The full set of programme indicators (global and regional) were calculated as part of the mid-term review in 2014. Moreover, the external MTR checked progress in producing programme results per programme objectives. The results matrix has other challenges in reflecting the changes produced by partner CSOs work: most indicators reflect changes in partner CSOs and their project design, not in the life of beneficiaries. This is well recognized by Felm and the new programme will tackle the problem by introducing indicators that will attempt to better measure the real, perceived and factual outcomes/results also at beneficiary level.

Most of projects examined by the evaluation team are long-term or build on the achievements of previous projects. Their logframes have outcome/impact statements and the reporting format includes a question on “Describe what kind of changes the project brought to the lives of the people in the focus groups”. However, the KPF does not, for instance report on the changes, and the description of changes provided by the HiMWA is rather vague. The TCRS follows its own reporting format providing information mostly on outputs and some descriptive information on the achievement of project objectives. The logframe analysis format, annexed to the original project plan, includes the objectives and their objectively verifiable indicators, but the annual reporting follows the logframe only at activity level.

Nevertheless, the evaluation was able to find evidence for multiple planned outcomes that have been achieved in the CSO partner projects, although they have not always been fully reported.

Table 9 summarises some of the verified results that have been achieved by the sampled partner CSOs under the Felm objectives. The table is based on two premises:

- The indicators initially set for the achievement of objectives/outcomes are limited in scope, and therefore, the evidence is not gathered against all aspects of the expected change through them; and,
- The sampled partner CSOs do not always systematically monitor quantitative and qualitative changes at outcome and impact levels, and therefore, it was not possible to collect evidence against any data.

Table 9: Assessment of the contribution to Felm programme outcomes in the evaluated partner projects, based on the field interviews, observations and reports

Objective/outcome statement	Outcome assessment by the team
Girls and women take part in the choices concerning their lives as equal members of their communities	<ul style="list-style-type: none"> • Tanganyika Christian Refugee Service (TCRS): Women participate actively in village community banks, income generation, animal husbandry and agriculture groups and some are now elected to village councils, one elected as village chairperson; increase of income and considerable purchase of assets (land, housing, domestic utensils and furniture) and investment in land by planting trees and practising improved agriculture; increased schooling of children; investment in small businesses; increased awareness of human rights, especially women's rights; change of male behaviour toward domestic work and reduced cases of domestic violence; increase in women's literacy. • HiMWA: Increased income especially for women from village community bank savings invested in small businesses.
Persons with disabilities act as full members of their communities	<ul style="list-style-type: none"> • Komar Pikar Foundation (KPF): The children with disabilities were either served at home, went to a day care centre or were included into regular classes. They had all made good progress since KPF started supporting them. • Centre for Mental Health and Counselling (CMC): Increased capacity of school management committee to raise funds for school from various sources; students' attendance in school has increased, also among Dalit children. More than 60% project schools have developed child friendly classroom management, practice of positive disciplinary approaches and child friendly teaching-learning practice; 50% of village development committees of project locations have provided funds to the schools for the child friendly classroom management. The awareness about the need for a school mental health component has increased at policy level and the government is supporting the project implementation. The training of trainers' manual on school mental health is published and used.
People living with HIV and AIDS are leading a fulfilling life.	<ul style="list-style-type: none"> • No real outcomes, except that within the context of the TCRS project some people are coming out publicly about being HIV positive.
Vulnerable groups of people are enjoying their basic rights	<ul style="list-style-type: none"> • Church World Service (CWS): The percentage families participating in the project that faced food shortages had dropped from 88% (baseline) to 65% (mid-term evaluation). In Kampong Thom, 85% of the project participants have reduced water borne diseases. Among the commune council members, 75% of the 67 members claim that project had improved their ability to manage community development work. • First Step Cambodia (FSC): Increased capacity and awareness of approximately 30 CSOs working in human rights and violence as well as of police and of caregivers through advocacy workshops and identifying and working with sexually abused boys. Practice of long-term follow up of sexually abused boys.

Objective/outcome statement	Outcome assessment by the team
	<ul style="list-style-type: none"> • The beneficiaries of the three Cambodian CSOs were all better aware of their rights and better able to claim them as a result of the support and training. • SAHAS Nepal: 2,391 households (HHs) from poor, Dalit and ethnic community have increased food security by 2-6 more months; 654 landless and smallholders entrepreneurs have earned NRs. 3,200 to 113,000 each year; 1,787 individuals of 291 HHs have been using clean drinking water through 21 department of water supply; 100 HHs have been using improved cooking stove and 211 HHs have been using pot cleaning slabs; 937 women and 925 students improved their hygiene and sanitation condition. Target groups have raised funds and other resources to implement projects. E.g., Pragatishil Krisak Samuha village collected funds from DADO (30,000), Sita Community Forest User Group (30,000), local club (12,300) and SAHAS-Nepal (213,000) installed generators to pump water for drinking and irrigation purposes. • HiMWA: establishment of a special parliamentary committee on farmer – pastoralist land conflicts in 2013. Increased income from village community banks, savings invested in small businesses. • TCRS: vulnerable people identified by TCRS participate actively in village community banks, income generation, animal husbandry and agriculture groups; increase of income and considerable purchase of assets (land, housing, domestic utensils, furniture, motorcycles) and investment in land by planting trees and practising improved agriculture; increased schooling of children; investment in small businesses; increased awareness of human rights; • CSC: Overall learning achievements of students in child friendly classrooms increased by 5.14%; attendance rate increased by 5.34% (baseline 61.74%); school dropout rate decreased by 12.34% (baseline 17.25%); and 8.76% increase in pass rate (baseline 87.03%) compared with the baseline data gathered before the program began and compared with the control group. Meanwhile, in control schools attendance remained about the same over the four years, learning achievements increased by only 1.9% and dropout rate increased significantly by 5.76% (Mahat and Khanal, 2012).
Environmentally friendly and sustainable development is enabled.	<ul style="list-style-type: none"> • Very few outcomes in these sampled projects, mostly activities such as training and awareness raising, Introducing solar panels, energy saving stoves and skills for composting were found in the sampled projects.

Sources: CWS,2015; CWS, 2014; FSC, 2014; KPF, 2014 ; TCRS, 2010-14 ; HiMWA 2012-14 ; Sahas Nepal 2013 a, 2014; CMC 2013, 2014; interviews with beneficiaries and stakeholders.

There is evidence of achieved project outcomes that contribute to the five programme outcomes in the sampled CSO work, but reporting of outcomes has not been regular. The outcomes produced by the sampled projects that relate to the environment are limited, and the mainstreaming of HIV/AIDS at activity level was found only in the TCRS and CWS projects.

Mainstreaming disability issues in project work is a new area of work for the TCRS and the HiMWA and they are exploring ways to incorporate the issue in their empowerment programme. For now, the TCRS has identified the persons with disabilities, promoted the formation of disability rights groups, and supported some groups with, e.g., wheelchairs, coverage of medical expenses and initial capital for income generation. It is, however, clear that persons with disabilities have become better integrated in the programme at community level and some of them have started small businesses.

The 18 reviewed project evaluation reports show that in most cases it is either not clear if there are any quantitative indicators for the purpose and impact or if they do exist, sufficient monitoring information had not been collected at that level. However, the evaluations maintained that longer-term results had been attained in all interventions, some examples include:

- In Senegal, preschool students of the project “Right to learn in mother tongue” managed to beat the records of preschool Basic Education Curriculum competences. Furthermore, the results of elementary school students clearly exceeded the national results. (Seck, 2014).
- The LWF country programme in Colombia achieved results in most fields it had worked in. In human rights and emergency actions, the planned objectives had been achieved; in livelihoods, while there are encouraging results, they were mainly incipient; in risk management and humanitarian action, LWF has responded efficiently to emergency situations, having also adequate flexibility. (Rey et al, 2015; Inkinen et al)
- In Laos the rights based empowerment project had clear and quantitative achievements in 13 villages in all the key result areas (health and sanitation, education, access roads, livelihoods, irrigation). (Sysaneth, 2014);
- The Community health empowerment project (CHEP) in Nepal contributed to improving health awareness and behaviours of the target groups, particularly in mother and child health: child and maternal mortality and morbidity rates had been significantly decreased among the 30,000 beneficiaries. (Sapkota, 2012, 2015);
- In Ethiopia, the evaluation of the “Bench-Maji zone mother tongue based multilingual education” project found that the dropout rate was very high in almost all the pilot schools at the beginning of the pilot project because of negative attitudes toward mother tongue education. However, later student’s motivation and participation were found to be encouraging and the project had successfully developed curricular materials and human resources. (Demilew et al, 2015);

It is, however, clear that persons with disabilities have become better integrated in the programme at community level and some of them have started small businesses.

- The evaluation of the “AIDS prevention and control programme” in Ethiopia concluded that the outcomes had been achieved: the project community members’ knowledge about HIV; their attitude towards PLHIV; their willingness to protect themselves from HIV; and, to provide care and support had all changed significantly. The programme was implemented in the whole country. (Nucleus Health and Social affair, 2015).

The overall assumption suggested by the Felm programme is that by supporting the vulnerable groups (women and girls, people with disability, people living with HIV/AIDS and others) and mainstreaming environment, the programme will ensure that people and communities can “live a life in dignity and channel their resources to activities that are productive to them”. This will contribute to the programme impact which is the reduction of poverty and the realisation of human rights in a way that respects and promotes environmental sustainability. Eradication of poverty and ecologically sustainable development were the main pillars of the Finnish development cooperation at the onset of the Felm programme and the impact statement follows the two pillars. The human rights based approach forms the core of the Felm’s values and approach; therefore, the programme has logically focused on the most vulnerable and marginalised groups of people.

In the sampled projects, the range of assistance to vulnerable people spans awareness raising on citizens’ rights, direct investments and cash support, technical assistance in food production, income generation; counselling of children and youth with difficult psycho-social situations; advocacy; literacy support; professional training, and capacity building. Activities are based on situation analyses with diverse quality depending on the partner CSO capacity and skills. The assumption is that the CSO and the beneficiaries are committed to that with the Felm support they have the necessary funding and capacity and that there exists an enabling socio-political environment to the progress toward goals.

It has not been able to validate in the sampled projects the assumption that “attitude change towards girls/persons with disabilities/people living with HIV/AIDS will change their position in the society” because of limited data and evidence. A comprehensive attitude study would be needed to verify whether and what kind of attitude changes have taken place in the society. However, the interviews with persons with disabilities showed that the assumption “Understanding their rights makes persons with disabilities feel more like full members of their community” holds, although the work is still very much in the beginning (interviews in Tanzania, Cambodia and Nepal). The same applies to the assumption “diversifying their livelihoods will make vulnerable people less vulnerable” - it was clear from the interviews with groups engaged in income generation or investing in productive assets such as land through loans from community banks.

Factors that influenced the success and challenges of the programme

The evaluated CSOs are very different in size, capacity and level of experience. Whereas the Church World Service is an international organization and the Tan-

Tanganyika Christian Refugee Service is a 50-year old well-established CSO operating all over Tanzania, the First Step Cambodia is a new CSO that emerged from a previous Felm supported project. In many cases Felm has nurtured small CSOs to become more professional with increased areas of expertise. The factors that have contributed to the success of the Felm programme include the following:

- Long-term experience and commitment in countries and understanding of local conditions;
- Appropriate structure and strong management through managers in headquarters and in the regions;
- Careful selection of partner CSOs.

The partner CSOs in the country case studies that were examined by the evaluation showed the following characteristics that contributed to their success:

- The staff have been committed to working in remote areas and with vulnerable people.
- The CSOs have applied people-centred approaches. In particular, the TCRS and SAHAS Nepal use the community empowerment approach (LWF, 2006) which is based on participation and human rights principles.
- Strong staff capacity that is continuously being developed.
- Solid organisational structure and strong financial and technical management.
- Clear project idea and design. Each CSO is implementing its own strategy and builds on previous interventions and strengths as well as on the local context. For example, the Komar Pikar Foundation has extensive experience on disability issues and trains other CSOs to build their capacity; the Tanganyika Christian Refugee Service has been working on community development since the 1980s; the SAHAS Nepal shares lessons from one project to another to scale up the successes.
- Strong network with other CSOs especially in the case of the First Step Cambodia and the Komar Pikar Foundation in Cambodia, which has enabled both quality and timely implementation.
- Timely funding has been a strength of the partnership with Felm. However, there have been difficulties at times. For instance, the HiMWA experienced problems in receiving funds for two years consecutively.

The challenges for the programme have included the following:

- The small size of the projects limits the geographical scope, while the addressed needs are nationwide. Partner CSOs work in remote villages where government services are scarce.
- Since the CSOs work jointly with a government that lacks resources, the participation of government employees may be problematic. In Tanzania, CSOs have to pay for transport and provide daily allowance to district officers, while in Nepal the government teachers are few and CMC has to engage community supported teachers who receive low salaries. The capacity of government staff is often low and they do not have any support for capacity building unless assisted by the CSOs.

The evaluated CSOs are very different in size, capacity and level of experience.

Each CSO is implementing its own strategy and builds on previous interventions and strengths as well as on the local context.

The small size of the projects limits the geographical scope, while the addressed needs are nationwide.

The capacity of partner CSOs is continuously built by Felm and by the partners themselves through training, monitoring and reporting processes as well as joint events, such as annual meetings.

- In Nepal the CSOs also face other problems in working with the government: there are, for example, cases of government officers pressuring CSOs to select particular sites for interventions. Even cases of attempted bribery by authorities were mentioned in Nepal.
- Lobbying for the rights of vulnerable people may be in conflict with the perceived privileges of duty bearers. Similarly, it was found that in Morogoro the land rights of pastoralist communities are in conflict with the growing pressure by farmers who are supported by powerful local and regional politicians.
- MFA's budget cuts between 2015 and 2016 have reduced resources and therefore some projects and activities have been disrupted, such as the TCRS's capacity building project in Tanzania.
- The funding period is for three years while the issues being addressed by the support are long-term. For example, the empowerment approaches practised by the SAHAS Nepal and the TCRS involve a slow process and require support for a number of years to have effect. The same applies to all activities directed towards attitude changes such as the change of women's status; the inclusion of people with disabilities and people living with HIV/AIDS; or, sustainable management of natural resources.
- After promoting agricultural production in rural projects, marketing of products may become a bottleneck which has not been yet addressed. Typical TCRS and SAHAS villages are far from towns behind bad road and phone connections; this means that significant efforts will be needed for marketing.

Capacity building of partner CSOs

At programme level, Felm builds partner capacities through several means in the different projects: 1. specific projects aimed at partner capacity building, 2. a capacity building component integrated in regular projects, 3. stand-alone capacity building interventions, such as specific trainings in a region, funded from the programme capacity building funds, 4. technical assistance/experts recruited to Felm projects, 5. as part of the routine work by the Felm managers in Helsinki and in the regions. Partners' capacity is assessed annually by Felm's area coordinators and during monitoring trips. The annual budget for capacity building under the "Project planning, evaluation, monitoring and resource development" shows that around € 100,000 are spent annually on training. Felm staff make individual capacity building plans.

The capacity of partner CSOs is continuously built by Felm and by the partners themselves through training, monitoring and reporting processes as well as joint events, such as annual meetings. Partners of the sampled projects mentioned Felm's manual on the HRBA as a tool for building their understanding on human rights issues. Some of the sampled partners showed strong capacity already at the onset of the Felm support, but all partners mention that continuous building of capacity is needed. The training has mostly focused on management and service delivery, while advocacy skills have been given less emphasis. However, the field level visits to the sampled projects showed that advocacy

activities have been stressed, particularly in Cambodia, while in Tanzania and Nepal there was more awareness raising among rights holders.

During the period from 2010 to 2015, six separate capacity building projects for partner CSOs were implemented in China, Nepal, Malawi, Senegal, Tanzania and Cambodia with the support of a Finnish advisor. For example in Cambodia, the project involved assessing and supporting partners in organizational development. This included training (and other forms of capacity building) in management and leadership issues. Meanwhile, in Nepal, the project covered training on disaster preparedness, financial management, and cross-cutting issues and also facilitated the government partner (Social Welfare Council) in monitoring of the projects.

In Tanzania, a special project was funded between 2014 and 2015 to increase the knowledge among the TCRS staff of critical areas where the community empowerment programs operate in (for example, climate change mitigation and adaptation, eco-friendly energy, etc.). The training was provided for 21 days annually but was discontinued because of MFA budget cuts. Moreover, the TCRS project covers a lot of capacity building for TCRS staff, the district management committee and the 40 community animators. Felm linked the TCRS to train the HiMWA on the village community bank approach and how to run groups in communities but these types of exchanges have not been used on other occasions.

In addition, the KEPA (umbrella organization for Finnish civil society organizations) organises training in Tanzania, where the KEPA local office has Tanzanian and Finnish staff. Both the TCRS and the HiMWA have benefited from this capacity building.

Felm and its partners also support civil society by training other civil society organizations and community based organizations. In Cambodia, the First Step Cambodia builds the capacity of a large number of CSOs in the areas of advocacy for child protection, prevention of sexual abuse of boys, child rights and disability mainstreaming. The methods applied include film workshops, poster workshops and community based workshops. In the Komar Pikar Foundation, a smaller part of the programme is geared towards building capacity in advocacy. With the Church World Service most capacity building relates to service delivery for the beneficiaries (training and provision of material in income generating activities), delivery of water filters, and provision of healthy breakfasts to children). All three CSOs build the livelihood capacity of their beneficiaries to varying extents. For the CWS, this is one of the main activities (related to food security). For the FSC and the KPW, it is a complementary activity to help the caregivers of their direct beneficiaries to gain income, which is expected to benefit the wellbeing of the direct target group.

All three CSOs also build the capacity of local authorities to deliver timely and high quality services to the respective target groups. The FSC, for instance, has trained police officers on working with sexually abused boys; the KPW works with teachers and the Department of Education regarding children with disability in education; and the CWS trains Village Livestock Assistants and staff from the Department of Health on treating Moderate Acute Malnutrition. Both

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Projects have contributed to the achievement of the MFA CCOs, but comparatively less to the objective on climate sustainability.

the KPF and the CWS work on strengthening the capacity of commune councils and village development committees.

In Nepal, Felm trained SAHAS Nepal staff who, in turn, gave training to its CBO networks regarding environmental sustainability and disability, as well as how to access information and acquire citizenship certificates. Nonetheless, the evaluation did not find evidence of capacity built on advocacy and service delivery was not built. Felm also seconded a Finnish psychologist to the CMC who contributed to the capacity of project staff through on-the-job training.

One third of the 18 reviewed project evaluations did not assess capacity development. Only one found that it was not sufficient, while two stated that more would be needed especially in the area of advocacy skills. The other evaluations stated that capacity building outputs had been achieved, both for communities and CSOs, and in two projects, the objectives were achieved successfully as planned. The inclusion of capacity building and advocacy in project evaluations depends on whether they have been part of the project design and expected results.

Contributing to the achievement of MFA cross-cutting objectives

The cross-cutting objectives (CCOs) of the Finnish development policy 2012–2015 were gender equality, reduction of inequality and climate sustainability. As for the reduction of inequality, particular attention was to be paid to the rights and equal participation opportunities of people who are vulnerable, socially excluded and discriminated against. It is important to remember that when the Felm programme was designed and started, these CCOs were not yet in place.

Projects have contributed to the achievement of the MFA CCOs, but comparatively less to the objective on climate sustainability. There were several activities in the sampled projects that aimed at the environment and climate but the achievement of outcomes was limited. The activities included energy saving stoves (SAHAS Nepal and TCRS and providing solar panels for lighting (SAHAS Nepal); sustainable and organic agriculture (SAHAS Nepal, CWS); establishing pastures with drought resistant grass species (HiMWA); and, raising awareness of environmental and climate change (TCRS). In Tanzania, the impact of climate change and environmental degradation is obvious in project areas: rainfall patterns have changed and there is severe ongoing deforestation and forest degradation. Pastoralists are moving to previously uninhabited areas and land-use changes cause both flooding and increasing carbon emissions. The HiMWA project has climate sustainability as one of the result areas, with the aim of introducing stationary livestock rearing to the Maasai pastoralists.

The reduction of inequalities between the general population and the specifically vulnerable target groups is at the forefront of most Felm interventions and in all the sampled projects. Gender equality is the view that both men and women should receive equal treatment and not be discriminated against based on their gender. All the sampled projects consider gender equality in one way or another and there are both joint and separate activities planned for men and women.

The TCRS and HiMWA projects advocate strongly for gender equality and have achieved results both in empowering women and changing men's attitudes: men reported in TCRS villages that they have changed their behaviour and now help in domestic work and take care of children, both girls and boys go to school and some interviewed men claim that there is less domestic violence against women. The TCRS strategy for village community banks (VICOBA) is to "Promote and encourage formation of VICOBA and other economic groups for income generation and micro credit schemes for men and women". In practice, most VICOBA group members are women but also men are involved. The HiMWA has created gender and child platforms in the villages and it is also reported that now in Maasai villages, men and women can sit for the first time at the same meetings. In Nepal, positive changes were detected in caste and gender discrimination within targeted communities. Meanwhile in Cambodia, the FSC chose to specifically focus on sexually abused boys after data revealed that this group was receiving less support than girls. The organization was established in response to research which highlighted the lack of awareness and service provision for boys and young men who are at risk of or who have experienced sexual abuse and exploitation in any setting (First Step Cambodia, 2014). The analysis and assessment of research findings resulted in the development of an advocacy, training and service delivery project specifically designed for these problematics.

All the projects aim at the inclusion of people with disabilities, through a range of approaches. The empowerment approach aims to make sure that disabled people have the rights and ability to become full participants in their local communities' programmes and foresees that the future for disabled people should be away from segregated day centres and building based services towards being supported to participate in ordinary activities in community settings (TCRS, 2010-2014). This approach of inclusion as opposed to segregation is followed by all CSO partners.

Value added by working with Felm

The sampled CSOs generally valued Felm's input and regarded the support as offering much more than financial support. The following advantages of the partnership with Felm were specifically raised in interviews:

- Extensive technical assistance was mentioned, especially in Cambodia and Nepal. In Cambodia, this included the work of senior advisor for 1.5 years and, e.g., a strategic teambuilding workshop of 1.5 days; support to fund allocation and management; and, feedback on regular project progress reports.
- Felm provided capacity building in the form of training and coaching for leadership and management as well as project team building in Cambodia, where the partners especially appreciated the fact that the training was tailor-made and thus responded entirely to their needs. In Nepal, there has been training on advocacy and support for fund raising, which were both much appreciated. Capacity building on financial management was particularly mentioned in Tanzania.

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The interventions are relatively small in scale and it is difficult, especially for the advocacy related activities, to estimate how far these can be attributed to the projects under evaluation.

- Felm is a trusted long-term partner and punctual with disbursements. In Tanzania, it was mentioned that Felm is different from some other donors as it is very trustworthy and hold up to its end.
- Felm has field presence in all the countries that were visited by the evaluation team. Partners held that this presence makes the communication smooth, regular and direct. Regular monitoring visits to field sites have encouraged the project staff in Nepal.
- Felm has promoted the inclusion of HRBA and the MFA cross-cutting objectives in the projects, which has widened their knowledge and fields of expertise. In Cambodia, Felm has linked CSOs to other Felm-supported partners as well as to networks, such as Child Protection.
- Felm has a useful and well-structured project manual which is used by CSOs in project management, i.e., planning, implementation and reporting.
- Felm is also considered a flexible partner supporting a wide range of thematic areas that are in the interest of local CSOs.

On a more negative side, delays in disbursements were mentioned in Tanzania by both CSOs either in reports or in interviews. This hampered the implementation of activities during the first three months of 2015 and 2016.

Conclusion: Capacity building is well embedded in the Felm programme. Training of partner CSOs and other CSOs by Felm partners has strengthened civil society networks and advocacy. Felm has linked together CSO partners to promote the sharing of experience and lessons as well as for training.

Recommendation 8: South-south exchanges between CSO partners within and between countries should be budgeted to increase cross-fertilisation of ideas and learning from each other's approaches and projects.

4.4 Impact

The assessment of possible impacts varies greatly between the countries and organizations. The common feature for all sampled interventions is that although long-term impact might emerge in the interventions, the projects are more focused on lower level results in their reporting. The signs of impact are routinely monitored by the Felm managers based in Helsinki. The interventions are relatively small in scale and it is difficult, especially for the advocacy related activities, to estimate how far these can be attributed to the projects under evaluation. Still, looking at the fact that all sampled CSOs have relatively modest funding available, they have managed to create a basis for an impact with the most vulnerable groups in the population of the targeted areas.

The Felm project plan format has a section on impact with the following titles:

How do you expect the project to reduce poverty?

Do you expect the project to have impact on any policies or practices in the region/province/nationally?

What do you think the project's long-term effect on the environment will be?

Consequently, the annual report format has the questions:

- What kind of impact has the project had on poverty? Analyse changes from the point of view of women, children, minority groups and people with disabilities.
- Has the project had any impact on policies or practices in the region/province/nationally (e.g. changes in legislation, new rules for service delivery mechanisms, etc.)?
- What kind of impact has the project had on the environment?

In most of the sampled cases, these issues have not been elaborated in detail in the project nor programme annual reports. Most issues reported as impacts are rather outcomes as shown in Table 10.

In Cambodia, it was noted that there was no unintended impact. What was sometimes reported as an unintended impact was the fact that some issues such as sexual abuse of boys or the prevalence of disability among children became more visible, which made it look like the problem had increased, whilst in reality the contrary had happened.

Table 10 summarises the findings of the evaluation team on the signs of impact. Only few findings are based on actual impact studies and most findings are based on discussions and observations made by the evaluation team during the field visits. More detailed studies by using project baselines would be needed to establish intended and unintended impacts.

Table 10: Impact assessed by the evaluation team in the sampled projects

Impact statements of projects	Assessment
Centre for Mental Health and Counselling: Decreased suffering of children and adults with stress, trauma and mental illness through promotion of psycho-social wellbeing of the school going children and adolescents and provision of mental health services.	<p>An impact Study of the Child Mental Health Project (CMHP 2008-2012), conducted in 2012 showed a significant behaviour change in teachers to make a school fear-free with child friendly environment where children feel emotionally stable and learn well.</p> <p>Private school students are coming back to public school where student friendly positive approach to teaching is used.</p> <p>The Sansari Devi School, where student friendly approach is in practice, is a reference centre for learning in Kavre district. Other schools have replicated some of the student friendly tools learning from the schools supported by the CMHP.</p>

Only few findings are based on actual impact studies and most findings are based on discussions and observations made by the evaluation team during the field visits.

Impact statements of projects	Assessment
<p>SAHAS Nepal: To improve nutrition and food security, income, health, education and environment conditions of the poor and marginalised communities.</p>	<p>There are signs of improved health due to diversification of diets, improved sanitation, clean drinking water, and reduced diarrheal incidences which were noted during the evaluation.</p> <p>Confidence of women beneficiaries very strongly present and they were found highly empowered. A large credit for this was given to the ELLEP project by participants of focus group discussion conducted in Pragatishil Krisak Samuha</p> <p>Community based organizations and their networks are emerging as pluralistic civil societies which are formed by members belonging to different ethnicities, sexes, religions in the three district of the project with support from the ELLEP.</p>
<p>Church World Service: Improve the socio-economic situation of the rural populations (poor, poorest and vulnerable groups) through strong local partnership and capacity building of Commune Councils (CCs), Village Development Committees (VDCs) and Saving and rice banks (SHGs) so they and those they represent receive better government or other services and can also improve living conditions for their communities.</p>	<p>The Mid-term Evaluation of the Church World Service demonstrated that food security had improved and water filters and hygiene training had contributed to a decrease in diarrhoea cases of 50%. Poverty reduction and better social coherence were also among the reported impact. Some of the income generating activities had impact in terms of better livelihood, but not all. As for provision of nutritious breakfast and nutrition training, it was difficult to encourage mothers to attend, which may have dampened the impact.</p> <p>The capacity of the VDCs has increased, there is regular monitoring. Life in general improved by beneficiaries.</p>
<p>Komar Pikar Foundation: To support the physical, mental and social development of children and youths with moderate to severe disabilities through appropriate care and education.</p>	<p>The capacity of the VDCs was found increased; the capacity was monitored regularly. Also, in field interviews in most cases, beneficiaries reported their life as improved, and a regular statement was "I now have hope for the future". Disability issues have been promoted more frequently and widely in the past years, a process in which the KPF has played an important role. An example is the International Day of Persons 2014 with Disability in Chhouk, which was presided by the Government and partly financed by the community. It attracted approximately 3,000 participants.</p> <p>The KPF has managed to support inclusion of disabled children into regular classes; moreover, government has accepted the responsibility to appoint additional staff in schools, where this inclusion has taken place, or where there are day care centres. Exposure of children in the schools to their peers with disability has led to a higher degree of acceptance. Discrimination seems to have decreased, even though there was only anecdotal evidence to support this statement.</p> <p>There is also an impact on the capacity of local authorities, including their capacity to secure fund allocation from national level.</p>

Impact statements of projects	Assessment
First Step Cambodia: A Cambodia in which all children are protected from sexual abuse and exploitation by all in society, and those who have experienced abuse, have easily accessible, safe, appropriate and sensitive support, enabling them to fulfil their potential.	The impact of the FSC is twofold: improvement in the lives of survivors and prevention of sexual abuse of boys. A number of activities of the FSC lead to current and future prevention, including their research into push and pull factors and their capacity building and awareness raising among a wide array of stakeholders and caregivers. The increased demand for capacity building, which is currently larger than the FSC can handle, reflects this impact.
Tanganyika Christian Refugee Service: "Reduce human suffering and poverty by empowering vulnerable, marginalised, and displaced communities in Tanzania to achieve self-reliance and sustainable development".	<p>There are some signs or evidence of impact especially from village community banks which are effective in mobilising funds at community level: the participants have permanent changes in their housing arrangements (women buy land, build houses), groups are reported to be running even without TCRS support and women have increased access to assets. Transportation has improved as men have got loans to buy motorbikes which are used as bodabodas (local taxi).</p> <p>According to the leaders and group members, there is now more knowledge, groups are working permanently, there is more income, villages are very different compared to the time before the Project.</p> <p>On a small scale, there is a change toward a more vibrant civil society: all the groups represent the change.</p>
HiMWA: Improved social welfare by addressing income poverty and social inequalities among pastoralists in southern Tanzania	<p>Female Genital Mutilation is decreasing and families practising it tend to keep it hidden. The campaign against FGM is supported by other important stakeholders such as the Evangelic Lutheran Church of Tanzania.</p> <p>Through sensitisation campaigns to pastoralists to engage in the ongoing National Constitutional Review, it has been possible to include the rights of pastoralists in the current National Draft Constitution (Chapter 3, article 22: All land will be owned, used and managed as prescribed by a law enacted by Parliament to consider the following:...(c) right to own, develop and preserve land for different groups of society including farmers, fishers, pastoralists and small groups will be observed and protected in accordance with this Article (URT, 2014).</p>

Sources: Mashupati and Khanal, 2012; CWC, 2015; interviews with project beneficiaries and stakeholders; evaluation team observations.

The Felm goal/impact statement is "the reduction of poverty and the realisation of human rights in a way that respects and fosters the environment." As shown in Table 10, some signs of impact were visible in the field visits to the sampled projects. The impact of the development cooperation programme, inclusive of all projects implemented during 2011-2015, will be assessed in 2017 by Felm.

The aim of the MFA of Finland is that Finnish CSOs contribute to a vibrant and pluralistic civil society, and this aspect has been achieved well in all countries.

The aim of the MFA of Finland is that Finnish CSOs contribute to a vibrant and pluralistic civil society, and this aspect has been achieved well in all countries. The three CSOs under evaluation in Cambodia already together cover a broad spectrum of topics while the Komar Pikar Foundation and the First Step Cambodia also have national impact in this regard. They network, mutually train, advocate and join hands with many other CSOs inside and outside of Cambodia. In Tanzania, the CBOs in Tanganyika Christian Refugee Service project communities are active and in many groups the enthusiasm among members is evident, while the HiMWA is now active with other CSOs in establishing a new platform to advocate for pastoralist rights. The CBO networks supported by the SAHAS in Nepal are becoming important actors at district level, provided that the member CBOs get benefits from participation.

At impact level, no assumption was originally proposed by Felm. The assumption proposed in the reconstructed Theory of Change is that the support to vulnerable groups is provided in line with human rights principles so that the human, socio-political, economic and environmental resources of vulnerable groups are enhanced. This empowers vulnerable people by allowing them more freedom of choice to better influence the course of their lives; improving their ability to define goals, act upon them; and, exercise voice (agency). Vulnerable groups will thus be able to claim their rights from duty bearers who fulfil their obligations towards rights holders. This leads to structural changes (economic, social, cultural, civil and political) that eradicate poverty. The evidence from the sampled projects supports at least partial validity of the assumption: the three projects working with the empowerment approach (Church World Service, Tanganyika Christian Refugee Service and SAHAS Nepal) have succeeded in building livelihood groups in which participants, who belong to the most vulnerable groups, learn and practice new skills earning extra income. In the sampled projects, the inclusion and empowerment of persons with disabilities has had some success but due to the recent introduction of this focus, it is still difficult to move the agenda from charity to empowerment. Furthermore, there is no data indicating that their livelihoods have yet improved.

Conclusion: Some signs of impact were visible during the field visits but the level of project monitoring and reporting by the sampled partner CSOs is more focused on lower level results. There are also impacts related to the vibrant and pluralistic civil society. Without the collection, analysis and reporting on the data periodically, the verification of impact will be impossible.

Recommendation 9: Impact should be monitored and reported, including those related to the CSO partnership programme.

4.5 Sustainability

Ownership of the programme

All the sampled partner CSOs fully own their own interventions. It is clear that they are in driver's seat and are completely responsible for planning and implementing their own programmes and not Felm or donor projects.

In Cambodia, Felm funding is not seen as project funding, but mainly as core support, the remainder of the financial needs being covered by various other donors. The only issue that reminds the sampled partner CSOs that they are actually implementing projects is the three-year duration of the funding cycle and the frequent reporting requirements. All three CSOs reported that they have to spend a major amount of time for fund acquisition and that they have to develop proposals according to different and changing guidelines, whilst their main approach has been aligned to their mission and vision and thus remained fairly similar. Besides, reporting was found to be very tedious and duplicative at times.

In Tanzania, the Tanganyika Christian Refugee Service in Morogoro is a strong unit with experienced and committed staff. The same applies to the District Management Team. The direct beneficiaries in the CWS and TCRS projects feel that they own the project as they have participated in the design of activities. This is also experienced by the beneficiaries of the CMC intervention in Nepal where school management committees and parent teacher associations participated in planning and decision-making. In Cambodia, beneficiaries are offered tailor-made services: the KPF made a personal plan for and with each of the disabled children and youth. The FSC also worked with the sexually abused boys and their caregivers based on their wishes including follow up of their abuse, education and livelihood.

The POLIGEP project has been planned and formulated by HiMWA staff but district staff in Mvomero have attested that they participated in planning. Stakeholders and beneficiaries perceive the HiMWA more as a partner than a project of their own.

Sustainability of partners and partner programmes

Most of the evaluated CSOs have their own social, environmental or cultural guidelines. They also apply those of the funding organizations such as Felm. In Nepal, the two CSOs were using the national standards to some extent. Regarding financial guidelines, they used standards accepted by national systems: the accounting and the deposit of social security funds, such as taxes, were done as per national norms. In Cambodia, the CWS has staff policy inclusive of ethical guidelines, financial guidelines, guidelines against gender discrimination and child abuse, information technology guidelines as well as guidelines for monitoring and evaluation. At programme level, the CWS has, e.g., community development guidelines, partner protocol, water and sanitation guidance and non-formal education guidelines. The First Step Cambodia has financial guidelines, confidentiality policy, child protection policy, media and visitor policy, supervision policy and referral guidelines. Also other partners have at least financial policy/guidelines.

All the sampled partner CSOs fully own their own interventions.

Most of the evaluated CSOs have their own social, environmental or cultural guidelines.

In Cambodia, all the three CSOs have dedicated part of their outputs and outcomes directly to organizational development, governance and competence.

The sampled CSO partners are largely capable of solving their own issues.

The organizational and financial sustainability of partner CSOs was found to be mostly sufficient: apart from the First Step Cambodia, all the CSOs have been operating for a number of years, in the case of the Tanganyika Christian Refugee Service already more than 50 years. All benefit from multiple donors although the HiMWA in Tanzania is funded only by Felm. It is a membership organization which has, however, lost much of its vitality and now it seems that its only activity is the implementation of the POLIGEP project.

In Cambodia, all the three CSOs have dedicated part of their outputs and outcomes directly to organizational development, governance and competence: the Christian World Service, First Step Cambodia and Komar Pikar Foundation allocated respectively 1.3%, 1.5% and 6.5% of their budget to this. The social sustainability of all the interventions is ensured by the empowerment of the target group and their enlarged social coherence. In the case of TCRS, CWS, SAHAS Nepal and KPF, communities are actively involved in the implementation and the interventions are fully integrated in local development planning. The capacity of government staff and local stakeholders has been to some extent increased by the Centre for Mental Health and Counselling in terms of providing positive education but capacity building is not yet mainstreamed in the school systems. For the SAHAS Nepal, the creation of a functioning and self-reliant CBO network will ensure that the CBOs can support each other in the future. However, if this does not lead to continuous improvement in marketing and production activities and group development, it will not help to sustain increased food security.

Village community banks (VICOBA) seem to be the most sustainable part of the TCRS and HiMWA work. The outcomes resulting from accessing loans at local level were clear and concrete; the poor community members would never have believed to be able to receive such loans and be able to pay them back. No negative issues were reported on the VICOBA although there are still clearly community members who are not able to save even the smallest amounts of money on a regular basis. Marketing may become a bottleneck in Tanzania, as in many of the project areas, due to the remote and undeveloped nature of access roads. In Cambodia, the sustainability of income generating activities as well as village savings and loans groups was found to be mixed. Where activities were well selected (in this case for instance cow fattening and vegetable cultivation looked profitable), beneficiaries will be able to continue and generate investment for a next round. In some cases though, all beneficiaries had selected the same activity (cassava and rice growing), and when prices plummeted, the results were less than expected and there was no scope to harvest and save seeds.

The sampled CSO partners are largely capable of solving their own issues. They are all experienced, knowledgeable and conversant with the national and local context and able to acquire support when needed. In Cambodia, this included requesting support from Felm if there were gaps at organizational or management level. In Tanzania, the HiMWA is connected to other pastoralist organization, and like the TCRS, also to the networks of the Evangelic Lutheran Church of Tanzania.

Most of the 18 reviewed evaluation reports assess the sustainability of the interventions, while two reports do not mention the issue and in two reports the assessment is very superficial. In most cases, there is some sustainability in the actions but usually it is assessed as weak or needing more attention. Only the AIDS Prevention and control programme in Ethiopia was considered completely sustainable when 78 percent of the interviewed people saw that the results will be sustained (Nucleus Health and Social Affair consultancy firm, 2015).

According to the findings, the factors driving sustainability or improving sustainability are based on:

- connection of project work to public policies and impact on public institutions;
- strengthening of CSOs through capacity building and skills training;
- improvement of linkages of communities to resource mobilisation and to the government;
- good ownership of interventions by the local community and assistance to the community for the duplication/upscaling of positive outcomes;
- involvement of disabled people in income generation activities (as opposed to charity)

Exit strategies

In Cambodia, none of the sampled CSO partners has developed a separate exit strategy. Whereas in the case of the First Step Cambodia and the Komar Pikar Foundation developing an exit strategy may be difficult, since the problems of disability and sexual abuse will continue to persist for decades to come. The Christian World Service, working in the area of food security, WASH and nutrition, might have included an exit strategy. It is also good to notice that two of the sampled organizations are very young and working with very challenging mission (First Step and Komar Pikar), thus exit strategy is spoken about but not one of their or Felm's primary interest at this stage of the work. In case of the CWS, they have phased out some of the communities where their work is already done and concentrated to new villages and communities. In Cambodia, Felm has worked with the local partners to find them more donors to increase size and impact of the programs.

For the Tanganyika Christian Service in Tanzania, the exit strategy is based on the graduation of villages from the project after five or more years of activity. The total household survey is repeated and the results checked to see if a certain number of empowerment parameters have been achieved. Some villages manage to graduate in the foreseen time but for some even eight years are not enough, such as the visited Tambuu village. The TCRS is able to raise some funds on their own by renting office space in the headquarters but they do not use those funds for the CEP project. The HiMWA has no documented exit strategy. Although they are now looking for new partners for funding, none has been identified.

In Cambodia, none of the sampled CSO partners has developed a separate exit strategy.

For the Tanganyika Christian Service in Tanzania, the exit strategy is based on the graduation of villages from the project after five or more years of activity.

While service delivery is the purview of government, limited human and financial resources requires CSOs to play an important complementing role.

Felm has facilitated exchanges between partner CSOs and other CSOs working in Cambodia.

In Nepal, similarly to the TCRS's graduation approach, the exit strategy is integrated in the design of the projects. In most projects, it progresses the communities become more and more capable for advocating for their own rights and for obtaining public resources. This process takes a different amount of time in different communities (normally 3-6 years). When the monitoring and evaluation by the CSO shows it sufficient, the project will move to new working areas and possibly provide only limited oversight support to the communities' activities in the 'old' project areas. During five years of project support, the SAHAS Nepal directly assists the CBOs for two years, and consequently, supports for three years the district level CBO network which all the CBOs are members of. Upon the phasing out of the project, the networks are likely to have the capacity to support the member CBOs by bringing resources from different sources.

Conclusion: Some best practices on improving sustainability are already evident in the sampled projects. There is, however, little documentation on separate exit strategies.

Recommendation 10: Support the partner CSOs in building separate exit strategies based on financial and social sustainability. The strategies should include the diversification of donor base, building communities' access to resources and services from the government as well as sharing and learning between the CSOs as shown by positive examples in the sampled countries.

4.6 Complementarity, coordination and coherence

The coordination and complementarity of the sampled CSO projects vary between the geographical areas of the intervention and the focus of the work. While service delivery is the purview of government, limited human and financial resources requires CSOs to play an important complementing role. In Cambodia and Nepal, CSOs also actively build the capacity of government staff. In addition, CSOs have proved to have a role to individually or jointly advocate and lobby for resources from duty bearers to meet the needs of rights holders.

In Cambodia, the sampled CSOs recognise that the magnitude of the issues to be tackled is too large for single organizations and their limited budgets. Regular cooperation, coordination and exchange of good practices and lessons learned have enabled the Cambodian CSOs to leverage the support and knowledge of each other. Felm has facilitated exchanges between partner CSOs and other CSOs working in Cambodia.

For example, the First Step Cambodia works with 60 other CSOs and together they cover a broad range of vulnerable children, including working children, and sexually abused boys and girls. The cooperation takes place through mutual training, regular meetings, case management conferences and collaboration on their child protection policies. The First Step is the leader of the child protection network of more than 20 CSOs. Felm funded the start-up workshop for the network and supported its leadership. Within the network, a child protection audit tool and disability audit tool have been developed.

The CWS works with the Food and Agriculture Organization, Save the Children, Oxfam and World Vision on sharing knowledge and information. The CWS provides information to a range of development partners training through its resource centre on water, sanitation and health (WASH) approach. Meanwhile, the Komar Pikar is participant of the NGO education partnership, which acts as a connecting platform between the small CSOs and the national government. As a result of the networking and coordination efforts of the Komar Pikar, the First Step and others, disability has now been mainstreamed in a large number of programmes.

In Tanzania, the coordination and collaboration of the sampled partners with other CSOs or other donors occur less frequently than in Cambodia. The TCRS implemented WASH activities for Care International in Morogoro district as part of its project in some villages by building demonstration latrines. There are other CSOs working in Morogoro but there is no collaboration. There is, however, collaboration with the local government. The district agricultural office and the ward and village extension officers work with the project, but they need to be paid daily allowances. The district agriculture officer has been seconded to the TCRS and he has become one of the area facilitators. The project service delivery is complementary to government services in many respects: leadership training, community development, literacy classes as well as agriculture and livestock extension are all core government activities. However, according to interviews in Tambuu and Bwila chini villages, the villages visited by the evaluation team rarely receive visits from district or regional officers.

The HiMWA also collaborates closely with the district staff in planning, implementation and monitoring of livestock and VICOBA activities. Recently, a platform for pastoralist CSOs has been established in Morogoro which the HiMWA actively participates in.

The SAHAS pooled its efforts to developing the capacity of right holders to claim rights over resources available at district to produce results. The Centre for Mental Health and Counselling was also found to be working closely with the department of education at central level and district education office at local level.

Felm (observer member at the time of evaluation), the Christian World Service in Cambodia as well as the Tanganyika Christian Refugee Service in Tanzania are members of the Act Alliance, which is a humanitarian coalition of 140 churches and faith-based organizations. The member organizations coordinate advocacy, development and humanitarian activities at country level.

There is no significant coordination with Finnish bilateral cooperation in any of the countries. Nevertheless, in Cambodia, Felm coordinates with some Finnish NGOs in different networks and events. It also has regular contact with Finn Church Aid and Fida. There is exchange in the meetings of Act Alliance, the new food security network and in the NGO Forum. Felm has also started to organise livelihood training with Fida International inviting several other CSOs to participate. In Tanzania, both the Tanganyika Christian Refugee Service and the HiMWA have participated in meetings and training organised by the KEPA, which were found to be useful. In Nepal, Felm is coordinating closely

There is no significant coordination with Finnish bilateral cooperation in any of the countries.

The Finnish embassies are aware of the Finnish funded CSO projects and occasionally visit field activities, but they do not have a mandate to monitor the projects.

Felm has been involved in human rights projects for a long time and the staff is well trained.

with ACT Alliance and AIN (Assembly of International NGOs in Nepal). Many of Felm's partner CSOs are members of the National Federation of NGOs.

There is no collaboration with bilateral MFA interventions.

The Finnish embassies are aware of the Finnish funded CSO projects and occasionally visit field activities, but they do not have a mandate to monitor the projects. In Cambodia, Felm only discusses its country strategy or policy issues with the embassy when the MFA officers visit Cambodia, which has happened once or twice per year. Also Felm discusses its strategies with the CSO unit of the MFA on a regular basis as part of the programme management. They operate as independent players linking directly with the local civil society rather than with the other actors supported by Finland.

Conclusion: Partner CSOs have undertaken effective and efficient ways of networking and coordination with financial support from Felm. Although Felm has solid understanding and experience of the operating environment and there were positive experiences in the recent country strategy development processes of Nepal and Ethiopia, it is not always consulted in the process of devising Finnish development cooperation strategies in partner countries.

Recommendation 11: The MFA should learn from Felm initiatives how mainstreaming of HR issues can be implemented in bilateral projects. Coordination and cooperation with CSO programmes should be more prominent in Finnish bilateral cooperation and Finnish CSOs should be consulted when preparing country strategies for development cooperation.

4.7 Lessons learned

Human rights based approach (HRBA)

The approach of the Felm programme is largely based on the implementation of human rights. In most cases, Felm has initiated the HRBA in partner CSOs and the capacity is built by training, during monitoring visits and through feedback to reports. The strongest comparative advantage of Felm is its systematic work with the poorest and marginalised people. The “twin track” approach used by Felm (having both separate disability projects and mainstreaming disability issues in all other interventions) has resulted in considerably extending the partner CSOs' capacity to work on this cross-cutting objective. The manual on the HRBA offered by Felm to partners has served as a tool for building their understanding on human rights issues.

Felm has been involved in human rights projects for a long time and the staff is well trained. The organizational structure with the headquarter staff, regional managers and technical assistance in specific subject matters has been efficient in increasing the HRBA mainstreaming in partner CSOs and in their projects.

Advocacy

In the sampled projects, most outputs had been achieved as planned in the project documents and annual work plans. Most outputs are based on service provision in such issues as group establishment, improving local livelihoods and increasing productivity through training, technology transfer and direct investment in communities. Also awareness raising on the importance of forming groups for income generation and on different human rights and entitlements has been commonly conducted by the partner CSOs. The outputs on advocacy are scarce at national level, mostly for two reasons: 1) partner CSOs are mainly operating only at local level; and 2) the CSOs are rather small in size.

Also, in some cases, the CSOs end up or choose to deal with human rights related topics that are controversial or not sufficiently considered by the local reality and national laws. While higher level advocacy would be needed, the CSOs do not have the capacity, strength and strategic approach to deal with these concerns. In Cambodia, forming of CSO networks and training of network members have strengthened the voice of organizations concerning the issues of children's sexual abuse and rights of people with disability. Regular cooperation, coordination and exchange of good practices and lessons learnt has enabled them to leverage the support. Technical assistance and regular capacity building of partner CSOs by Felm staff on advocacy has taken place in many countries. At programme level, Felm has put a lot of emphasis in developing advocacy both in Finland and in regions by supporting organizations such as EDAN (Ecumenical Disability Advocacy Network).

Result Based Management (RBM)

Felm had already implemented two programme cycles before the current 2011-2016 programme. In line with the increasing demands from the MFA and changes in the development policies, during the last five years Felm has strongly invested in developing its RBM system with positive results on staff capacity, planning and reporting. This has been achieved by employing staff working specifically on M&E, conducting participatory planning and developing staff capacity through training and feedback.

For Felm, evaluation is mandatory at the end of each project. The review of a number of evaluation reports did, however, show that the quality is uneven and that the terms of reference, and, consequently, the evaluation reports do not follow the same format. Nevertheless, Felm has an excellent way of dealing with the evaluation recommendations by discussing them with the partner CSO and including them in a rolling issues record, to be monitored periodically.

Value addition

Felm's input was well valued by partner CSOs as they offer much more than financial support. Extensive technical assistance was mentioned especially in Cambodia and Nepal. In all sampled countries, Felm provides capacity building through training and coaching, i.e., for leadership and management, project planning and monitoring, project team building, technical subject matter areas and HRBA. Felm is a well trusted long-term partner and mostly punctual with disbursements, with strong presence in all the visited countries. The close presence of Felm is beneficial for smooth, regular and direct communication,

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Felm has strongly invested in developing its RBM system with positive results on staff capacity, planning and reporting.

The close presence of Felm is beneficial for smooth, regular and direct communication, especially when the area coordinator has managed to build a good relationship with the partner CSO.

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Sustainability

All the sampled partner CSOs fully own their own interventions and they are largely capable of solving their own issues. This is achieved by letting the CSOs prepare their proposals based on their own strategies and consequently providing them feedback to improve the proposal by integrating approaches considered important by Felm. The sustainability of CSO projects can be further increased by the following factors:

- collaboration and impact on public institutions,
- strong capacity building of CSOs
- improvement of linkages of communities to resource mobilisation and to the government

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THE EVALUATION TEAM

Ms Merja Mäkelä is an expert of development cooperation with 30 years of experience in working with governments, international organizations and CSOs. She has conducted a number of evaluations covering agriculture, forestry, environment, biodiversity, climate change and local cooperation funding. She has participated as team leader and team member in planning and appraisal of projects and programmes and worked in field projects for technical assistance. Her experience of funding modalities covers project and programme funding, sector and budget support, NGO support and local cooperation funding. She has long-term and short-term country experience from Africa (Senegal, Burkina Faso, Tanzania, South Africa, Namibia, Zambia, Uganda, Mozambique) and Asia (Mekong countries). Her work has included positions of Associate Professional Officer in the FAO, forestry expert in projects, private consultant and counsellor of natural resources in the Embassy of Finland in Tanzania. Currently Ms Mäkelä is a permanent employee of Niras Finland.

Ms Herma Majoor has more than 15 years' experience in providing technical assistance in all stages of the programme cycle. She works as an independent consultant in gender, nutrition, food security and social protection. She has a Master's Degree in both Economics and Nutrition. She has been involved in analysis, identification, formulation, implementation and monitoring, and evaluation of programmes and projects in Central and South Asia, the Middle East and Anglophone and Francophone Africa. She has specialised in evaluations during the last 5 years. She has conducted project, country and regional evaluations for various UN agencies, EU, INGOs and government in Anglophone and Francophone countries in Asia, Africa and the Middle East. She has also conducted meta-analyses of evaluations and developed and conducted evaluation related trainings. She also works with education institutes on gender and women's empowerment. She has written various papers on gender and nutrition.

Mr Gana Pati Ojha is an evaluation expert and development manager. He has over 35 years' experience in development and cooperation programmes with national and international agencies belonging to government (15 years), private sector (5 years) and civil society organizations (15 years) in the area of research, evaluation and development management. He has conducted evaluations as team leader or team member on livelihoods, governance, education, food security, gender and development, institutional change, peace and development, democracy, partnership, child protection, WASH, inclusive and sustainable development working as a freelance consultant to various UN bodies, bilateral and multilateral agencies, governments and (I)NGOs in Nepal, Pakistan, USA, China, Bangladesh, Bhutan, Timor Leste, Tajikistan, India, Maldives, Afghanistan and the Philippines. His experience also includes managing evaluation organizations, creating enabling environment for evaluation by contributing to formation of evaluation policy framework, M&E Bill, motivating parliamentarians to be evaluation sensitive and helping to form evaluation forums of parliamentarians. He has published a number of articles related to evaluation, partnership, gender and development and agriculture. He was awarded excellence award by EvalPartners in 2015 in recognition of his works in evaluation.

Mr Klaus Talvela is a Licentiate in Agricultural Economics with a Master's degree in Business Administration. During more than 30 years in international development cooperation, both in the field and with several international organizations, such as the UN and EC, he has acquired thorough understanding of rural and agricultural development; institutional and policy issues; project cycle management and logical framework; as well as monitoring and evaluation. Out of his tens of short-term assignments he has managed some 30 as team leader, often for multiple clients and in complex large-scale setups. Mr Talvela is fully conversant with the principles and procedures of the Finnish development cooperation.

Ms Henna Tanskanen is a development co-operation expert, specialised in natural resources management and conservation. She has 10 years of experience in development co-operation project management and implementation especially related to natural resources, land, water and forest management fields. She has participated as a team member for final evaluation, appraisal and formulation assignments of MFA funded projects in Nepal, Laos and Tanzania, as well as managed several MFA funded Mid-term Reviews, especially on Finnish bilateral projects. She has relevant long- and short-term working experience from Tanzania, Ethiopia, Namibia, Seychelles, Vietnam, Nepal and Laos. She has gained further conservation experience by working for an NGO in UK. Ms Tanskanen has been a permanent employee of NIRAS Finland since 2008.

ANNEX 1: TERMS OF REFERENCE



ULKOASIAINMINISTERIÖ
EVA-11

TERMS OF REFERENCE EVALUATION UH2015-018499
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Evaluation of the program based support through Finnish Civil Society Organizations

1. BACKGROUND

Civil society actors are an essential and integral element of Finland's development cooperation in its entirety. The role of Civil Society Organizations' (CSO) – domestic, international and local in developing countries- has been increasing in Finland's development cooperation during the last years together with the total share of ODA channeled through them which was 14,6% (180 MEUR) in 2014. However due to the recent budget cuts to the Finnish Development cooperation by the government of Finland, cuts in Civil Society funding are also envisaged. The CSOs work in various thematic areas; civil society capacity building, advocacy as well as poverty reduction and public services in developing countries.

This evaluation is the first in a series of evaluations on the Civil Society Organizations receiving multi-annual programme-based support. A total of 19 organizations and 3 foundations receive this type of multiannual programme-based support and a total of appr. 80 MEUR was channeled through their programs in 2014. Each round of evaluations will include a programme evaluation on the results of selected 5-6 organizations as well as a document analysis on a specific question that will be assessed within wider group of programme-based civil society organizations.

The selected 6 organizations for this evaluation are Crisis Management Initiative, Fairtrade Finland, Finnish Evangelical Lutheran Mission, Finnish Refugee council, Taksvärkki (ODW Finland) and WWF Finland. The specific question that will cover all the 22 organizations, is the functioning of the results management in the organizations receiving programme-based support.

The development cooperation of the Civil Society Organizations has been part of several thematic and policy level evaluations and reviews during the recent years; the most recent, comprehensive and relevant being: Complementarity in Finland's Development Policy and Co-operation (2013) and Results on the Ground, an Independent Review of Finnish Aid (2015). The Complementarity evaluation highlighted the limited complementarity between the Finnish NGOs and other aid modalities as well as between different NGO instruments. Finnish Development policies encourage complementarity but there is no systematic coordination across program types. However the evaluation concludes that complementarity in general was supported by the MFA and most NGOs, whereas some feared that the distinction between state and civil society might become blurred.

The independent review concluded that the assessment of results in the Finnish CSO support was difficult due to lack of evaluations on results. The latest evaluation about the MFA support to Finnish foundations and Partnership agreement scheme was conducted in 2008 and the support to DEMO was evaluated in 2009 and KEPA in 2005 but very little is said about the results in any of these evaluations. The latest comprehensive evaluation on the results and impact of CSO development cooperation, funded by MFA dates back to 1994. MFA commissions regularly performance audits on the cooperation of the partnership Scheme organizations: two organizations are audited each year, the most recent being FIDA International and Free Church Federation of Finland.

This evaluation will include two components. Component 1 will collect data on the results of the programmes of the selected 6 organizations and assess their value and merit to different stakeholders. Component 2 will assess mainly through document analysis the functioning of the results based management mechanisms of each organization receiving programme-based support including the link between the results-based management and achieving results. The findings from the component 1 will be synthesized in Component 2. The evaluation will produce 7 reports: a separate report on each of the programme evaluations of the 6 organizations and a report synthesizing the current status of results based management in the 22 different organizations and the findings of the 6 programme evaluations from the results based management point of view.

2. CONTEXT

The program-based support is channeled to the partnership agreement organizations, foundations and umbrella organizations. Each category has a different background and somewhat different principles have been applied in their selection. However they have all been granted a special status in the financing application process: they receive funding and report based on a 2-4 year program proposals granted through programme application rounds which are not open to others. On the policy level however they are all guided by the same policy guidelines as the rest of the Finland's support to Civil Society Organizations.

All the civil society development cooperation is guided by the Development Policy Programme of Finland (2012) as well as guidelines for Civil Society in development policy (2010). The role and importance of civil society actors is emphasized also in the Ministry for Foreign Affairs Democracy support policy (2014). In addition to these common policy guidelines guiding the CSO funding in general and focusing on the special role of the CSOs in development cooperation, the thematic policy guidelines set the ground for specific fields that the CSOs are working in.

The value of Finnish Civil Society in Finland's development cooperation

According to the guidelines for Civil Society in development policy (2010) the special value of development cooperation implemented by civil society organizations lies in the direct links it creates between the Finnish and the partner countries' civil society. These direct links are believed to be the foundation to increase Finns' awareness of conditions in developing countries and strengthen public support for all development cooperation.

Another value of the development cooperation implemented by the civil society according to the guidelines is that the activities of civil society organizations make it possible to achieve results in areas and regions and among groups of people that the resources and tools of public development cooperation do not always reach.

The special value of the Finnish civil society actors is also emphasized in building the capacity of their peers in the developing countries; the peer to peer cooperation is seen as an effective modality. Strengthening Civil society in the developing countries is one of the key priorities of Democracy support policy.

Results-based management in Finland's development cooperation

The Managing and Focusing on results is one of the Aid Effectiveness principles as agreed in the context of the Paris Declaration and Busan Partnership Agreement (2005, 2011). According to the MFA Guiding Principles for Result Based Management in Finland's Development cooperation (2015), Results based management in development cooperation is simultaneously an organizational management approach, based on set principles and an approach utilizing results based tools for planning, monitoring and evaluating the performance of development projects and programs.

The Logical Framework Approach has been widely in use as a results based programming tool in the project management of the Finnish development cooperation including CSO cooperation. In 2015 the MFA decided to start using the results chain approach in its aid instruments in the future but the process of introducing the new tool to CSO cooperation has not started.

The Partnership Agreement Scheme

The origin of the Partnership Agreement Scheme lay in the framework agreement system founded in 1993. The original objectives set by the MFA for the framework agreement were to reduce administrative burden in the MFA and to improve the overall quality of projects implemented by the NGOs by ensuring financing for the most professionally operating organizations. By 2001 framework agreements were signed with a total of seven organizations: FinnChurchAid, Fida International, Finnish Evangelical Lutheran Mission, Finnish Red Cross, Free Church Federation of Finland, International Solidarity foundation and SASK (Trade Union Solidarity Centre of Finland). An evaluation of the framework agreement was conducted in 2002 which found little evidence that the framework agreements had contributed to either of these goals. Based on the recommendations of the evaluation the move towards program-based support with the framework NGOs took place in 2003-2004.

A New mechanism was called Partnership Agreement Scheme and a set of new criteria were set. The seven first framework organizations were directly transferred to the Partnership Scheme but a special audit was carried out of the three new entering organizations (World Vision Finland, Plan Finland and Save the Children Finland).

The Partnership Agreement Scheme was evaluated in 2008 which concluded that the new scheme had evident benefits for both MFA and the participant NGOs in terms of increased flexibility, long-term planning and reduced bureaucracy. However the objectives and rules guiding the scheme were not clear for efficient oversight by the MFA and meaningful dialogue between the partners. The evaluation recommended that the MFA should develop new management guidelines to reflect programmatic approach. The evaluation also recommended for the MFA to define clear selection criteria and to open the scheme for a limited number of new entrants to be selected in an open process.

The new instructions concerning the Partnership Agreement Scheme became operative in the beginning of 2011 and updates have been done regularly based on lessons learned in implementation. According to the current instructions, the aim of the Partnerships between the Ministry for Foreign Affairs and CSOs as well as organisations' mutual collaboration is to strengthen the position of civil society and individual actors as channels of independent civilian activity in both Finland and the developing countries. Other objectives are to boost global solidarity, empower locals to exercise influence, and improve cooperation and interaction between the public authorities and civil society actors.

The selection criteria and principles were also revised and an application round was opened in 2013 and five new partnership organizations were selected: Crisis Management Initiative, Fairtrade Finland, Finnish Refugee council, Taksvärkki (ODW Finland) and WWF Finland. Fairtrade Finland started the programme from the beginning whereas the other organizations build their programmes on projects that had received project support from the MFA before entering to the partnership scheme.

The ongoing dialogue between the Ministry for Foreign Affairs and the partnership organisation includes annual partnership consultations, partnership forums and seminars for CSOs as well as close contacts between the CSO and the responsible official in the Unit for NGOs.

The Support to Foundations

Through its NGO Foundations modality, the MFA supports three Finnish foundations that each provide small grants to NGOs in developing countries. Each foundation focuses on different issues: Abilis on

disability, KIOS on human rights issues and Siemenpuu on environmental issues. The three foundations manage together 350 small-scale grant programs. All three foundations were established in 1998 but whereas Abilis and KIOS have been receiving MFA funding since the beginning Siemenpuu only received its first grant in 2001. Siemenpuu has received public funding also from the Ministry for Environment.

The foundations were originally established by a group of Finnish NGOs and/or civil society activists to manage small-scale flexible grants to support the development of civil society in developing countries funded by the MFA. Most of the funding to these foundations comes from the MFA but other sources of funding have emerged including other official development cooperation donors, multilateral organizations and individual donations. Since over 50% of the funding is received from the government of Finland, the foundations are required to follow the Government regulations on the use of discretionary Government transfers.

The Umbrella organizations

The Ministry for Foreign Affairs grants programme-based support also to umbrella organizations KEPA (Service Centre for Development Cooperation) and Kehys (Finnish NGDO Platform to the EU). Kepa is the umbrella organisation for Finnish civil society organisations (CSOs) who work with development cooperation or are otherwise interested in global affairs. The Finnish NGDO Platform to the EU, Kehys, offers services to NGOs on EU development policy issues. KEPA and Kehys have received programme-based support from the beginning since their role as providing support, guidance and training to Finnish Civil Society organizations' working in development cooperation has been seen instrumental in improving the quality, effectiveness, impact and efficiency of development cooperation by Civil Society organizations.

DEMO

The voluntary association **DEMO** (Parties' international Democracy Cooperation) was formed in 2005 and it has received since funding from different units in the MFA. In the earlier phases the democracy dialogue in Tanzania was funded through the Unit for Eastern and Western Africa at the Ministry. In 2007 the administration of the funding was transferred to the Unit for Development policy and planning to be financed from the research and institutional cooperation funds. When the administration was transferred to the Unit for Civil Society Organizations in 2012, it was decided that the programme-based support principles would be applied to DEMO with the exception that the individual project proposals would still be sent to the MFA.

Programmes of the selected 6 organizations for the programme evaluation:

Crisis Management Initiative CMI

CMI works to build a more peaceful world by preventing and resolving violent conflicts, and supporting sustainable peace across the globe. The CMI programme makes a contribution to sustainable development by preventing and resolving violent conflicts in 11 countries: Moldova, Armenia, Azerbaijan, Georgia, Ukraine, Iraq, Libya, Yemen, Palestinian territories, South Sudan and Central African Republics.

The work is carried out in around 15 projects under three sub-programmes: i) Mediation and Dialogue, in order to enhance the prospects for existing and potential peace processes, support their effectiveness and ensure the sustainability of their results, ii) Mediation support, in order to enable states, multinational organisations and key individuals to be better equipped to undertake and support mediation endeavours and iii) Support to states and societies in conflict prevention and resolution, in order to foster participatory design and implementation of policies and practices relevant for conflict prevention and resolution in fragile contexts. The programme supports the effective design and implementation of peace and transition processes in all of their phases. Specific emphasis is placed on women's participa-

tion and the role of gender-sensitivity in these processes. The MFA has granted 13,300,000 EUR to the implementation of the programme in 2014-2016.

Fairtrade Finland

Fairtrade Finland's mission is to improve production and living conditions of small producers and workers in developing countries. The three year programme aims at achieving sustainable livelihoods for small-scale coffee producers with i) More efficient and productive small producer organizations ii) enhanced capacity of producer networks to deliver services to their members. The MFA has granted 1 800,000 euros for the implementation of the three year programme in 2014-2016.

The four projects of the programme are implemented in Central and Latin America. Coffee producer support activities will be delivered in Guatemala, Honduras and Nicaragua. Producer networks capacity will be developed in Latin America and the Caribbean.

Finnish Evangelical Lutheran Mission FELM

The FELM Development Cooperation Programme is a six-year program (2011-2016), divided into two three-year budget periods. The second half of the program will be implemented during the years 2014-2016. In 2014, the program was implemented in 16 countries, through 50 partners and 86 projects. FELM has a long-standing partnership with the MFA through the program-based funding modality as well as the partnership scheme since the establishment of these funding instruments. Established in 1859, FELM is one of the first organizations to work in development cooperation in Finland.

The program objectives are women's and girl's empowerment, the rights of persons with disabilities, persons living with HIV and AIDS and other marginalized groups of people as well as sustainable development and climate change. This includes strengthening inter alia food security, gender equality, education and health, income generation, environment and adaptation to climate change, all for the advancement of poverty reduction and human rights. In the implementation multiple strategies are used, such as capacity building of the beneficiaries and local partners / rights-holders and duty-bearers, improving the quality of project management and implementation, raising awareness of human rights and active citizenship, strengthening networks, advocacy, and supplying financial, technical and material support. The operational principles include equality, inclusiveness and participation, local ownership, non-discrimination, transparency and accountability. During the next programme period 2017-2022, the work is tentatively planned to be implemented in 14 countries: Bolivia, Botswana, Cambodia, Colombia, Ethiopia, Laos/Thailand, Mauritania, Myanmar/Thailand, Nepal, Palestinian territories, South Africa, Senegal, Tanzania and Zimbabwe. Some of the program level documents, such as annual reports are written in Finnish, others in English. Project level documents are in English, Spanish and French.

The implementing partners are national and international non-governmental organizations, churches and networks. The program consists of project work (regular and disability projects under a separate disability sub-program), emergency work, advocacy, technical support/experts and development communication and global education. In addition, capacity building, program development and evaluation are part of the overall program implementation. The MFA has granted 22,800,000 EUR (2011-2013) and 25,200,000 EUR (2014-2016) for the implementation of the program.

The work is carried out in 17 countries: Angola, Bolivia, Botswana, South Africa, Ethiopia, Cambodia, China, Colombia, Mauritania, Myanmar/Thailand, Nepal, Palestinian territories, Senegal, Tanzania, Laos/Thailand, Vietnam and Zimbabwe.

Finnish Refugee Council

The development Cooperation program of Finnish Refugee Council is implemented in prolonged refugee situations and in post conflict areas. The goal is to increase equality and participation as well as to improve the realisation of human rights in selected activity areas and among target groups. The objec-

tives of the programme are: i) the target group's ability to influence the realisation of their basic rights and prevent violent conflicts is enhanced ii) non-discrimination and equality among the target communities is increased and iii) Poverty is reduced among the target group through improved capabilities to control their own lives and increase in skills

Programme is divided in three geographical sub programmes: refugee programme in Uganda, programme for social integration in Western Africa and livelihood support programme in Mekong area. The work is carried out in 10 projects. Activities are: adult education, especially functional education including reading literacy and civic rights, community development where emphasis is on education, peace building and conflict prevention as well as supporting livelihood and capacity building of civil society organisations. The MFA has granted 6,300,000 EUR of Programme support to the Finnish refugee council for 2014-2016. The program document has been written in Finnish but the annual reports in English.

Taksvärkki (ODW Finland)

In development co-operation activities, ODW's aim is to support young people's opportunities to manage their lives and develop their communities. The organizations work is founded on a rights-based approach, supporting the promotion of child and youth rights and the participation of youth within their communities. The program aims to strengthen youth-driven activities, participation and awareness and knowledge of the rights and obligations of youth. In developing countries this is done by supporting development projects of local NGOs, and in Finland through development education and information work in Finnish schools.

Collaborating partner organizations in the developing world are ODW's program partners. The programs project themes are: supporting vocational training and school attendance (Sierra Leone, Mozambique), preventive youth work (Bolivia), prevention of child labor (Cambodia), youth participation in municipal decision-making (Guatemala) and street children (Kenya and Zambia). The MFA has granted 2,700,000 EUR of Programme support to the ODW Finland for the years 2014-2016.

WWF Finland

The objective of WWF Finland's international work is to ensure that the valuable natural environment in globally important areas, based on human needs and biodiversity, is conserved and valued, responsibly used and managed and equitably governed by people and governments to secure long-term social, economic and environmental benefits, in order to fulfil the rights and well-being of present and future generations.

WWF Finland programme focuses on the following work areas: a) Biodiversity conservation, b) Sustainable natural resource management, c) Good governance, d) Ecological footprint

The work is implemented in Nepal, India, Bhutan, Tanzania, Mozambique and Indonesia. These countries are linked to regional priority programmes of the global WWF Network, which are Coastal East Africa (Tanzania and Mozambique), Heart of Borneo (Indonesia) and Living Himalayas (Nepal, Bhutan and India). The MFA has granted a total of 5,754,637 EUR to the implementation of the WWF Finland's programme during 2014-2016.

3. PURPOSE AND OBJECTIVES

The purpose of the evaluation is to provide evidence based information and guidance for the next update of the guidelines for Civil Society in development policy as well as for the programme-based modality on how to 1) improve the results based management approach in the programme-based support to Civil Society for management, learning and accountability purposes and 2) how to enhance the achieving of results in the implementation of Finnish development policy at the Civil Society programme level. From

the point of view of the development of the program-based modality, the evaluation will promote joint learning of relevant stakeholders by providing lessons learned on good practices as well as needs for improvement.

The objectives of the evaluation are

- to provide independent and objective evidence on the results (outcome, output and impact) of the Civil Society development cooperation programmes receiving programme-based support;
- to provide evidence on the successes and challenges of the Civil Society development cooperation programmes by assessing the value and merit of the obtained results from the perspective of MFA policy, CSO programme and beneficiary level;
- to provide evidence on the functioning of the results-based management in the organizations receiving programme support;
- to provide evidence of the successes and challenges of the programme-support funding modality from the results based management point of view.

4. SCOPE OF THE EVALUATION

The evaluation covers the programs of the 22 Finnish civil society organizations receiving programme based funding from the Ministry for Foreign Affairs of Finland. The evaluation covers both financial and non-financial operations and objectives in the CSO programmes. The evaluation consists of two components. It is organized in such a way that the two components support and learn from each other. While the findings of the programme evaluations of the selected six CSOs are reported in separate reports, the findings are synthesized into the broader document analysis of the results based management of all the 22 organizations.

Component 1 consists of programme evaluation of the 6 selected civil society organizations: Crisis Management Initiative, Fairtrade Finland, Finnish Evangelical Lutheran Mission, Finnish Refugee council, Taksvärkki (ODW Finland) and WWF Finland. This includes field visits to a representative sample of projects of each programme.

Component 2 includes an assessment of the results based management chain in the 22 Finnish civil society organizations and in the management of the programme-based support in the Ministry. This includes document analysis and verifying interviews of the key informants in Helsinki to analyze the formulation processes of the programmes, overall structure of the two latest programmes, key steering processes and structures as well as accountability mechanisms to MFA and to beneficiaries.

The evaluation covers the period of 2010–2015. The guidelines for Civil Society in Development cooperation became effective in 2010 and the new instructions concerning the Partnership Agreement Scheme became operative in 2011. However, a longer period, covering the earlier development cooperation implemented by the programme support CSOs is necessary since many of the programmes and individual projects in the programmes started already before 2010 and the historical context is important to capture the results.

5. THE EVALUATION QUESTION

The following questions are the main evaluation questions:

Component 1:

What are the results (outputs, outcomes and impact) of the CSO programmes and what is their value and merit from the perspective of the policy, programme and beneficiary level?

Component 2:

Do the current operational management mechanisms (programming, monitoring, managing, evaluating, reporting) in the CSOs support the achievement of results?

Have the policies, funding modality, guidance and instructions from the MFA laid ground for results-based management?

The evaluation team will elaborate these main evaluation questions and develop a limited number of detailed Evaluation questions (EQs) presenting the evaluation criteria, during the evaluation Inception phase. The EQs should be based on the priorities set below and if needed the set of questions should be expanded. The EQs will be based on the OECD/DAC and EU criteria where applicable. The EQs will be finalized as part of the evaluation inception report and will be assessed and approved by the Development Evaluation Unit (EVA-11). The evaluation is also expected to apply a theory of change approach in order to contextualize the criterion for the evaluation questions.

The Priority issues for the Results based management chain of the CSOs:

The guiding principles for RBM in Finland's development cooperation (2015) will form the basis for evaluating the results based management mechanisms, which will be further developed to include other issues that rise from the document analysis.

The evaluation will assess the extent to which 1) all the programme intervention areas support the overall mission of the organization and fall into the comparative advantage/special expertise of the organization 2) Clear results targets have been set to all levels (programme, country, project) 3) Credible results information is collected 4) The results information is used for learning and managing as well as accountability 5) Results-oriented culture is promoted and supported by the CSOs and by the management of the programme-based support in the MFA 6) The focus on short and long term results is balanced and the link between them is logical and credible.

The Priority issues of the CSO programme evaluation:

The CSO programme evaluations will be evaluated in accordance with the OECD DAC criteria in order to get a standardized assessment of the CSO programmes that allows drawing up the synthesis. In each of the criteria human rights based approach and cross cutting objectives must be systematically integrated (see UNEG guidelines).

Relevance

- Assess the extent to which the development cooperation programme has been in line with the Organizations' overall strategy and comparative advantage
- Assess the extent to which the CSO program has responded the rights and priorities of the partner country stakeholders and beneficiaries, including men and women, boys and girls and especially the easily marginalized groups.
- Assess the extent to which the Program has been in line with the Finnish Development Policy priorities.

Impact

- Assess the value and validate any evidence or, in the absence of strong evidence, "weak signals" of impact, positive or negative, intended or unintended, the CSO programme has contributed for the beneficiaries.

Effectiveness

- Synthesize and verify the reported outcomes (intended and un-intended) and assess their value and merit.
- Assess the factors influencing the successes and challenges

Efficiency

- Assess the costs and utilization of financial and human resources (financial& human) against the achieved outputs
- Assess the efficiency of the management of the programme
- Assess the risk management

Sustainability

- Assess the ownership and participation process within the CSO programme, e.g. how the participation of the partner organizations, as well as different beneficiary groups have been organized.
- Assess the organizational, social and cultural, ecological and financial sustainability

Complementarity, Coordination and Coherence

- Assess the extent to which CSO's programme has been coordinated with other CSOs, development partners and donors.
- Synthesize and assess the extent to which the CSO programme has been able to complement (increase the effect) of other Finnish policies, funding modalities (bilateral, multilateral) and programmes by other CSOs from Finland or developing countries.

6. GENERAL APPROACH AND METHODOLOGY

The approach of the evaluation combines the need to obtain a general overview of the status of results-based management in the CSOs and to research in more depth, looking more closely at achieving results in the selected six CSOs' programmes. Field visits will be made to a representative sample of projects of the six CSO programmes. The sampling principles and their effect to reliability and validity of the evaluation must be elaborated separately.

Mixed methods for the analyzing of data will be used (both qualitative and quantitative) to enable triangulation in the drawing of findings. The evaluation covers both financial and non-financial operations and objectives in the CSO programmes, and the methodology should be elaborated accordingly to assess the value of both. If sampling of documents is used, the sampling principles and their effect to reliability and validity of the evaluation must be elaborated separately. A systemic analysis method will be used to analyze the data.

The Approach section of the Technical tender will present an initial workplan, including the methodology (data collection and analysis) and the evaluation matrix, which will be elaborated and finalized in the inception phase. The evaluation team is expected to construct the theory of change and propose a detailed methodology in an evaluation matrix which will be presented in the inception report.

The approach and working modality of evaluation will be participatory. During the field work particular attention will be paid to human right based approach, and to ensure that women, vulnerable and easily marginalized groups are also interviewed (See UNEG guidelines). Particular attention is also paid to the adequate length of the field visits to enable the real participation as well as sufficient collection of information also from other sources outside the immediate stakeholders (e.g. statistics and comparison material). The field work for each organizations will preferably last at least 2-3 weeks but can be done in

parallel. Adequate amount of time should also be allocated for the interviews conducted with the stakeholders in Finland. Interview groups are to be identified by the evaluation team in advance.

Validation of all findings as well as results at the programme level must be done using multiple sources. The main document sources of information include strategy and programme documents and reports, programme/project evaluations, minutes of annual consultations, official financial decisions, Finland's Development Policy Strategies, guidance documents, previously conducted CSO and thematic evaluations and similar documents. The evaluation team is also required to use statistics and different local sources of information, especially in the context analysis, but also in the contribution analysis. It should be noted that part of the material is in Finnish.

Supportive information on all findings must be presented in the final reports. The team is encouraged to use statistical evidence where possible. Direct quotes from interviewees and stakeholders may be used in the reports, but only anonymously and when the interviewee cannot be identified from the quote. In the component 1 programme evaluations, statistical evidence and supportive information must be presented on aggregated results, where possible.

7. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

The evaluation will tentatively start in November 2015 and end in June 2016. The evaluation consists of the following phases and will produce the respective deliverables. The process will move forward according to the phases described below. It is highlighted that a new phase is initiated only when all the deliverables of the previous phase have been approved by the Development Evaluation Unit (EVA-11). During the process particular attention should be paid to a strong inter-team coordination and information sharing within the team.

It should be noted that internationally recognized experts may be contracted by the MFA as external peer reviewer(s) for the whole evaluation process or for some phases/deliverables of the evaluation process, e.g. final and draft reports (evaluation plan, draft final and final reports). The views of the peer reviewers will be made available to the Consultant.

1. Start-up

The kick off meeting and a work shop regarding the methodology of the evaluation will be held with the contracted team in November 2015. The purpose of the kick off meeting is to go through the evaluation process and related practicalities. The work shop will be held right after the kick off meeting and its purpose is to provide the evaluation team with a general picture of the subject of the evaluation. Furthermore, the evaluation methodology and the evaluation matrix presented in the technical tender are discussed and revised during the work shop. The kick-off meeting will be organized by the EVA-11 in Helsinki.

Participants in the kick-off meeting: EVA-11 (responsible for inviting and chairing the session); reference group and the Team Leader, the Programme evaluation coordinators and the Home-Office coordinator of the Consultant in person. Other team members may participate.

Venue: MFA, Helsinki.

Deliverable: Agreed minutes of the kick off meeting and conclusions on the work shop.

2. Inception phase

The Inception phase is between November and January 2015 during which the evaluation team will produce a **final evaluation plan with a context analysis**. The context analysis includes a document analysis on the results based mechanisms as well as an analysis on the programmes of the selected six CSOs. Tentative hypotheses as well as information gaps should be identified in the evaluation plan.

The evaluation plan consists of the constructed theory of change, evaluation questions, evaluation matrix, methodology (methods for data gathering and data analysis, as well as means of verification of different data), final work plan with a timetable as well as an outline of final reports. The evaluation plan will also elaborate the sampling principles applied in the selection of the projects to be visited and the effects to reliability and validity that this may cause.

The evaluation plan will be presented, discussed and the needed changes agreed in the inception meeting in January 2015. The evaluation plan must be submitted to EVA-11 two weeks prior to the inception meeting to allow sufficient time for commenting.

Participants to the inception meeting: EVA-11; reference group and the Team Leader (responsible for chairing the session), the Programme evaluation Coordinators and the Home-Office coordinator of the Consultant in person. Other team members may participate via VC.

Venue: MFA, Helsinki.

Deliverable: Evaluation plan and the minutes of the inception meeting

3. Implementation phase

The Implementation phase will take place in January - March 2016 and it includes the field visits to a representative sample of projects and validation seminars. The MFA and embassies will not organize interviews or meetings with the stakeholders on behalf of the evaluation team, but will assist in identification of people and organizations to be included in the evaluation.

The purpose of the field visits is to reflect and validate the results and assessments of the document analysis. It should be noted that a representative of EVA-11 may participate in some of the field visits as an observer for the learning purposes.

The consultant will organize a debriefing/validation meeting at the end of each country visit. A debriefing/validation meeting of the initial findings of both components 1 and 2 will be arranged in Helsinki in March/April 2016.

The purpose of the validation seminars is to learn initial findings, but also to validate the findings. The workshops will be organized by the Consultant and they can be partly organized also through a video conference. After the field visits and validation workshops, it is likely that further interviews and document study in Finland will still be needed to complement the information collected during the earlier phases.

Deliverables/meetings: Debriefing/ validation workshop supported by a PowerPoint presentation on the preliminary results. At least one workshop in each of countries visited, and one joint workshop in the MFA on the initial findings of component 2 and organization specific workshops on initial findings of each programme evaluations.

Participants to the country workshops: The team members of the Consultant taking in the country visit (responsible for inviting and chairing the session) and the relevant stakeholders, including the Embassy of Finland and relevant representatives of the local Government.

Participants to the MFA workshops: EVA-11; reference group and other relevant staff/stakeholders, and the Team Leader (responsible for chairing the session) and the programme evaluation Coordinators of the Consultant (can be arranged via VC).

4. Reporting and dissemination phase

The Reporting and dissemination phase will produce the Final report and organize the dissemination of the results.

The reports should be kept clear, concise and consistent. The report should contain inter alia the evaluation findings, conclusions and recommendations and the logic between those should be clear and based on evidence.

The final draft report will be subjected to an external peer review and a round of comments by the parties concerned. The purpose of the comments is only to correct any misunderstandings or factual errors. The time needed for commenting is 2-3 weeks.

A final learning and validation workshop with EVA-11, the reference group including the concerning CSOs will be held at the end of the commenting period. The final learning and validation workshop will be held in Helsinki and the Team Leader (responsible for chairing the session) and the Programme evaluation coordinators of the Consultant must be present in person.

The reports will be finalized based on the comments received and will be ready by 31st May 2016. The final reports must include abstract and summary (including the table on main findings, conclusions and recommendations) in Finnish, Swedish and English. The reports will be of high and publishable quality and the translations will match with the original English version. It must be ensured that the translations use commonly used terms in development cooperation.

The reports will be delivered in Word-format (Microsoft Word 2010) with all the tables and pictures also separately in their original formats. Time needed for the commenting of the draft report(s) is two weeks. The language of all reports and possible other documents is English. The consultant is responsible for the editing, proof-reading and quality control of the content and language.

As part of reporting process, the Consultant will submit a methodological note explaining how the quality control has been addressed during the evaluation. The Consultant will also submit the EU Quality Assessment Grid as part of the final reporting.

The MFA also requires access to the evaluation team's 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.

Deliverables: Final reports (draft final reports and final reports), methodological note and EU Quality Assessment Grid.

A management meeting on the final results will be organized tentatively in the beginning of June 2016 or on the same visit than the final validation and learning workshop.

It is expected that at least the Team leader and the coordinators of the CSO programme evaluations are present.

A press conference on the results of the evaluation will be organized in Helsinki tentatively in June 2016. It is expected that at least the Team leader is present.

A public Webinar will be organized by the EVA-11. Team leader and the coordinators of the CSO programme evaluations will give a short presentations of the findings in a public Webinar. Presentation can be delivered from distance. A sufficient Internet connection is required.

Optional learning sessions with the CSOs (Sessions paid separately. Requires a separate assignment by EVA-11)

The MFA will draw a management response to the recommendations at two levels/processes: the results based management report will be responded in accordance with the process of centralized evaluations and the organization reports in accordance with the process of decentralized evaluations as described in the evaluation norm of the MFA. The management response will be drawn up on the basis of discussions with the CSOs concerned. The follow up and implementation of the

response will be integrated in the planning process of the next phase of the programme-based support.

8. EXPERTISE REQUIRED

There will be one **Management team**, responsible for overall planning management and coordination of the evaluation. The Team leader, the Programme evaluation coordinators and the Home officer of the Consultant will form the Management group of the evaluation Consultant, which will be representing the team in major coordination meetings and major events presenting the evaluation results.

One Team leader level expert will be identified as the **Team Leader** of the whole evaluation. The Team Leader will lead the work and will be ultimately responsible for the deliverables. The evaluation team will work under the leadership of the Team Leader who carries the final responsibility of completing the evaluation.

One senior expert level expert of each of the CSO specific programme evaluation teams will be identified as a **Programme evaluation Coordinator**. The programme evaluation coordinator will be contributing the overall planning and implementation of the whole evaluation from a CSO perspective and also responsible for coordinating, managing and authoring the specific CSO programme evaluation work and reports.

The competencies of the team members shall be complementary. All team members shall have fluency in English. It is also a requirement to have one senior team member in each programme evaluation team as well as in the management team is fluent in Finnish as a part of the documentation is available only in Finnish. Online translators cannot be used with MFA document material.

Successful conduct of the evaluation requires a deep understanding and expertise on results-based management in the context of different aid modalities but especially in civil society organizations. It also requires understanding and expertise of overall state-of-the-art international development policy and cooperation issues including programming and aid management, development cooperation modalities and players in the global scene. It also requires experience and knowledge of HRBA and cross-cutting objectives of the Finnish development policy and related evaluation issues.

Detailed team requirements are included in the Instructions to the Tenderers (ITT).

9. BUDGET

The evaluation will not cost more than € 450,000 (VAT excluded).

10. MANAGEMENT OF THE EVALUATION

The EVA-11 will be responsible for overall management of the evaluation process. The EVA-11 will work closely with other units/departments of the Ministry and other stakeholders in Finland and abroad.

A reference group for the evaluation will be established and chaired by EVA-11. The mandate of the reference group is to provide advisory support and inputs to the evaluation, e.g. through participating in the planning of the evaluation and commenting deliverables of the consultant.

The members of the reference group may include:

- Representatives from relevant units/departments in the MFA forming a core group, that will be kept regularly informed of progress
- Representatives of relevant embassies
- Representatives of civil society organizations

The tasks of the reference group are to:

- Participate in the planning of the evaluation
- Participate in the relevant meetings (e.g. kick-off meeting, meeting to discuss the evaluation plan, wrap-up meetings after the field visits)
- Comment on the deliverables of the consultant (i.e. evaluation plan, draft final report, final report) with a view to ensure that the evaluation is based on factual knowledge about the subject of the evaluation

Support the implementation, dissemination and follow-up on the agreed evaluation recommendations.

11. MANDATE

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organizations. However, it is not authorized to make any commitments on behalf of the Government of Finland. 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 exclusive property of the Ministry, including the right to make modifications and hand over material to a third party. The Ministry may publish the end result under Creative Commons license in order to promote openness and public use of evaluation results.

12. AUTHORISATION

Helsinki, 2.10.2015

Jyrki Pulkkinen

Director

Development Evaluation Unit

Ministry for Foreign Affairs of Finland

Reference and Resource material

DEVELOPMENT POLICY PROGRAMMES OF FINLAND

Development Policy Programme 2004

<http://formin.finland.fi/public/default.aspx?contentid=84297&nodeid=15457&contentlan=2&culture=en-US>

Development Policy Programme 2007

<http://formin.finland.fi/public/default.aspx?contentid=107497&nodeid=15457&contentlan=2&culture=en-US>

Development Policy Programme 2012

<http://formin.finland.fi/public/default.aspx?contentid=251855&nodeid=15457&contentlan=2&culture=en-US>

GUIDELINES AND POLICIES

Evaluation Manual of the MFA (2013)

<http://www.formin.finland.fi/public/default.aspx?contentid=288455&nodeid=34606&contentlan=2&culture=en-US>

Results based management (RBM) in Finland's Development Cooperation

<http://formin.finland.fi/public/default.aspx?contentid=332393&nodeid=49273&contentlan=1&culture=fi-FI>

UNEG Manual: Integrating Human Rights and Gender Equality in Evaluations (2014)

<http://www.uneval.org/document/detail/1616>

Guidelines for Civil Society in Development Cooperation (2010)

<http://formin.finland.fi/public/default.aspx?contentid=206482&nodeid=15457&contentlan=2&culture=en-US>

Ministry for Foreign Affairs' democracy support policy (2014)

<http://formin.finland.fi/public/default.aspx?contentId=311379&nodeId=15145&contentlan=2&culture=en-US>

Instructions concerning the Partnership Agreement Scheme (2013)

<http://formin.finland.fi/public/download.aspx?ID=117710&GUID={FC6AEE7E-DB52-4F2E-9CB7-A54706CBF1CF}>

Thematic policies and guidelines

<http://formin.finland.fi/public/default.aspx?nodeid=49719&contentlan=2&culture=en-US>

EVALUATIONS AND REVIEWS

Independent Review of Finnish Aid (2015)

<http://formin.finland.fi/public/default.aspx?contentid=328296&nodeid=15145&contentlan=2&culture=en-US>

Evaluation: Complementarity in Finland's Development Policy and Co-operation (2013)

<http://formin.finland.fi/public/default.aspx?contentId=299402&nodeId=15145&contentlan=2&culture=en-US>

Evaluation: Finnish NGO Foundations (2008)

<http://formin.finland.fi/public/default.aspx?contentId=161405&nodeId=49326&contentlan=2&culture=en-US>

Evaluation: Finnish Partnership Agreement Scheme (2008)

<http://formin.finland.fi/public/default.aspx?contentId=133140&nodeId=49326&contentlan=2&culture=en-US>

Evaluation of the Service Centre for Development Cooperation (KEPA) in Finland (2005)

<http://formin.finland.fi/public/default.aspx?contentid=71136&nodeid=49326&contentlan=2&culture=en-US>

Strengthening the Partnership Evaluation of FINNIDA's NGO support programme (1994)

Report of Evaluation Study 1994:1, Available only in printed version (MFA Library).

ANNEX 2: EVALUATION MATRIX

DAC Criteria and Evaluation questions	Evaluation Sub-Question (SQ)	Indicators	Method of data collection	Source of data
RELEVANCE EQ 1. How relevant is the CSO programme?	1.1 Has the CSO programme been in line with the organizations' overall strategy and is the CSO focusing on its comparative advantage?	Consistency between CSO mission goals and goals of its development cooperation programme	Document review, interviews	Strategy documents, mission statements, programme documents, descriptions of areas of work/expertise; CSO staff
	1.2 To what extent the CSO programme has responded to the rights and priorities of stakeholders and beneficiaries in the partner countries (including men, women, boys, girls and especially easily marginalised groups)	Assessments of the extent to which the situation analysis and implementation processes address relevant rights and priorities Objectives address the relevant rights of the target group (and marginalised groups if not explicitly part of rights holders)	Document review Focus group discussions (FGD), systematic interviews (some with marginalised groups)	Situation analysis documents; programme document and reports, Evaluation reports; beneficiaries and stakeholders including men, women, boys, girls and marginalised groups
	1.3 To what extent is the CSO programme coherent with national policies and strategies in the partner countries?	Correspondence with partner countries' national policies and strategies	Document review, interview	Partner countries' national policies and strategies; Partner CSOs staff
	1.4 How well is the programme aligned with Finnish development policy priorities?	Correspondence with Finnish development policy priorities. <ul style="list-style-type: none"> The extent that a range of CSOs are supported in terms of geography, theme, target group, approach (pluralism) The extent that the support promotes active citizenship, debate and local ownership (vibrancy) The extent of alignment between the ToC of CSO programmes and the ToC of MFA's support for CSO cooperation	Document review	CSO's programme documentation, Finnish development policy and strategy documents

DAC Criteria and Evaluation questions	Evaluation Sub-Question (SQ)	Indicators	Method of data collection	Source of data
EFFICIENCY EQ 2. How are the resources/ inputs (funds, expertise, time, etc.) converted to outputs?	2.1 What are the outputs and what is their value and merit from the perspective of the policy, programme and beneficiary level?	<p>The extent that stated outputs have been achieved</p> <p>The extent that outputs correspond with outputs of the overall ToC, namely outputs related to:</p> <ul style="list-style-type: none"> • Advocacy efforts at country level • Strengthening of resource mobilisation, organizational development, governance, competence and democratic values • The provision of basic services • Communication, advocacy and education efforts in Finland 	Document review, systematic interviews with the beneficiaries, other interviews	Programme strategies, reports; partner CSO staff; beneficiaries
	2.2 What are the costs and utilisation of financial and human resources against the achieved outputs?	<p>Administrative costs per standard unit (e.g., beneficiary, training costs).</p> <p>Assessment of the planning and implementation process</p>	Document review including collection of statistical data, interviews	Programme and project documents, financial and progress reports, audit reports, partner CSOs
	2.3 How efficient is the management of the programme-based support (CSO and MFA level), including MRE?	Allocation of human resources and administration in the programme; frequency of MRE reports; availability of data on results; management decisions with reference to specific MRE data/reports	Document review, interviews	Programme management and MRE manuals; programme progress reports, audit reports, financial reports, evaluation reports, minutes of annual meetings between MFA and Finnish CSOs, MFA and Finnish CSO staff; documentation of management decisions
	2.4 How well have risks been identified and managed?	Availability of risk assessment tools; identification of major risks and possible measures taken for handling them.	Document review, interviews	Risk assessment plan, context analysis, planning documents; project management manuals
	2.5 How are the human rights principles of participation, equality and accountability embedded in the implementation of the programme?	<p>The capacity of staff to work with human rights principles is built</p> <p>The extent that human rights principles, including gender equality, are integrated in implementation processes</p> <p>The realisation of human rights principles is monitored and reported</p>	Document review, systematic survey based on documents, interviews	Programme document and reports; monitoring and evaluation plans; evaluation reports; interviews with Finnish CSO and partner CSO staff; interviews with rights holders

DAC Criteria and Evaluation questions	Evaluation Sub-Question (SQ)	Indicators	Method of data collection	Source of data
EFFECTIVENESS EQ 3. What are the outcomes of the CSO programmes?	2.6 How well were the funds utilised across various parts of the programme?	Means and resources allocated for capacity development activities (coaching, training, re-organization, strategy development etc.) compared to those allocated to service delivery	Document review, collection of statistical data, interviews	Progress reports, training plans and reports, training materials, Finnish CSO and partner CSO staff
	2.7 Would there have been more cost-efficient alternatives?	Assessment based on comparison with similar projects	Document review, interviews	Project implementation plan, progress reports, interviews with implementers
	3.1 What are the outcomes of the CSO programme (intended and unintended) and what are their value and merit from the perspective of the policy, CSO programme and beneficiary level?	Beneficiaries/right holders' assessment of change Other stakeholder's assessment of change Knowledge of basic rights Cases where rights have been claimed	Systematic document review; systematic group and individual interviews, observations	Programme document, baseline studies, Finnish CSO's monitoring reports, progress reports with information on outputs and outcomes, mid-term reviews; project management staff; beneficiaries
	3.2 What were the internal/external factors that influenced the successes and challenges?	The extent that structures and systems internal to the programme supported/hindered the attainment of results The extent that external opportunities/threats affected the attainment of results	Document review/analysis, interviews	Programme ToC and supporting documentation; interviews with CSO staff; partner CSO staff, beneficiaries; data on change collected by the evaluation, evaluation reports
	3.3 To what extent has the programme built the capacity of partner CSOs for delivering services or for advocacy (perceived and factual changes)	Quantity and quality of delivered services by each partner across the evaluation period Quality of advocacy by partner CSOs across the evaluation period	Systematic interviews, document review	Key staff from partner CSOs, stakeholders, monitoring reports, evaluation reports
	3.4 Has the programme contributed to the achievement of key cross-cutting objectives including gender equality, reduction of inequalities and promotion of climate sustainability?	Change from the point of view of marginalised groups	Document review, systematic interviews	Annual programme reports, evaluation reports; beneficiaries
	3.5 To what extent has the partner country CSOs benefitted from direct links to the Finnish CSO?	Perceptions on the value provided by Finnish CSO partners	Interviews	Partner organization's staff

DAC Criteria and Evaluation questions	Evaluation Sub-Question (SQ)	Indicators	Method of data collection	Source of data
IMPACT EQ 4. To what extent is there evidence of impact of the CSO programme in the partner countries?	4.1 What kind of evidence or signs are there of real and long lasting impact (positive or negative, intended or unintended)?	Evidence of likely contributions to real and long lasting change	Document review, interviews, statistical data when available	Annual reports, progress reports of development of partner countries goals; evaluation reports; stakeholders and beneficiaries
SUSTAINABILITY EQ 5. How far do the stakeholders have ownership and capacity to sustain the achieved results?	5.1 To what extent do partner organizations and beneficiary groups have ownership of the project(s)?	<p>The extent that partner organizations are in the drivers' seat and participate in decision processes. The extent that beneficiary groups have participated in decisions during the implementation process</p> <p>The extent that partners take own initiatives to address problems. The extent that the Finnish CSO funding to partner organizations constitutes core support</p> <p>The extent that partners describe programme as theirs</p>	Interviews, document review	Staff of Finnish CSOs and partner CSOs; stakeholders
	5.2 What is the organizational, social, cultural, ecological and financial sustainability of the CSOs programmes?	<p>Effective use of social, cultural environmental or financial guidelines</p> <p>The extent that organizational capacities, including management, administration and governance, have been developed</p>	Document review, context analysis, interviews	CSOs' strategy documents, organizational, social, cultural, ecological and financial guidelines; programme reports, project reports, evaluation reports; stakeholders and beneficiaries
	5.3 Has an exit strategy been developed and if so, how well is it being implemented?	<p>Documentation of the implementation of an exit/sustainability strategy.</p> <p>Level of own fund raising</p>	Document review Interviews	Project documents, Final reports, Annual reports; partner CSO staff

DAC Criteria and Evaluation questions	Evaluation Sub-Question (SQ)	Indicators	Method of data collection	Source of data
COMPLEMENTARITY, COORDINATION AND COHERENCE EQ 6. How and to what extent has the programme complemented and/or coordinated with other interventions?	6.1 To what extent have CSOs' programmes been communicated to and/or coordinated with other CSOs, donors and other development partners?	<p>The extent where the exchange of information among CSOs, donors and other development partners is</p> <p>Cases of coordination with other CSOs and development partners.</p>	Interviews	Local partner organization, organizations they collaborate with, Finnish Embassy and relevant donor programmes
	6.2 How and to what extent has the programme been able to complement (increase effect) of other Finnish policies, funding modalities (bilateral, multilateral) and programmes by other CSOs from Finland or developing countries.	Evidence of synergies with other Finnish interventions and/or developing country CSOs.	Interviews, document review	Local partner and Finnish Embassy; Evaluation of country strategies and country strategy modality

ANNEX 3: PEOPLE INTERVIEWED

FINLAND

MFA

Antti Putkonen, Counsellor, Department for Development Policy, Unit for Civil Society

Felm

Nea-Mari Heinonen, Manager, Development Cooperation

Jyri Kemppainen, Regional Manager for Development Cooperation

Leena Korpivaara, Manager, Development Cooperation

Katri Leino-Nzau, Director for Development Cooperation

Noora Simola, Manager, Development Cooperation

Rolf Steffansson, Director, Department for International Cooperation

Anu Vasamies-Hackenbruch, Manager, Development Cooperation

Sirkka Pohja, Financial Manager

TANZANIA

Tumaini University

Lawi Mawugo, Geography Lecturer/Assistant Coordinator, PITA

Joachin Kavishe, Head of History Department/Academic Coordinator, PITA

Thadesse Lekule, Head of Geography Department/Coordinator, PITA

Perida Mgecha, Head of Language Department/Assistant Coordinator, PITA

Katri Niiranen-Kilasi, Language Lecturer/Project Advisor, PITA

Eliakim Lekoringo Bursar, Finance Department

Hos Nasholi Secondary School

Pulkeria A Mrosso, Head Mistress

TCRS (TCRS)

TCRS Dar es Salaam

Machibya, Kellen, Program Coordinator

Ukio, Suzy L., Finance and Administrative Coordinator
Shangweli Emmanuel, Director

CEP Morogoro staff

Chugga, Nguno Bahebe, District Manager
Werema, Gasper, Field Officer
Fredrick, Editha, Area Facilitator
Jumanne, Mwanamina, Area Facilitator
Raymond, Agnes, Area Facilitator
Charles, Laurent, Driver
Alexander, Bahisha, Area Facilitator
District Management Committee
Jacob Mameo Ole Paulo, Bishop ELCT Morogoro Diocese
Sambara, Christian, District council Morogoro
Mkushu, Peninnah, Christian Council of Tanzania
Kitindi, Rehema M. Bwila Chini village
Deva, Hassan Adam. Chanyumbu village
Mmari, Ruth, ELCT Morogoro

Tambuu village

Animators: 2 men, 2 women
VICOBA group: 20 women, 15 men
Village leaders: 13 men, 4 women
Agricultural group: 9 men, 3 women
Persons with HIV/AIDS: 4 women
Disabled people: 4 women, 4 men
Women's income generating group: 14 women

Morogoro district council

Remijus Mpagama, Acting District Agriculture Officer
Christian Sambara, Representative of District Executive Director

Bwila Chini village

Village leaders: 2 men, 1 woman
Animators: 2 men, 1 woman

VICOBA: 23 women

Disabled people: 2 women

Chicken raising group: 3 men

Beekeeping group: 2 men

Gardening group: 2 men

Women's income generation group: 24 women

Literacy group: 8 women

Huduma ya Maendeleo ya Wafugaji (HiMWA)

Mr Andrew Mollel, Executive Director

Mr Chande Kawawa, Programme Officer

Mr Dickson Mngelele, Finance and Administrative Manager

Accounts Cashier & Logistics Officer

Ms Gega Mbujeje, Gender Policy and Advocacy Officer

Mr Timothy K. Mgema, Former Cashier

Mr Lemomo Pusindawa, Driver

Mvomero District Council

Mr Herman P. Mwaijande, Livestock Officer

Ms Ruth Mazengo, Agricultural Officer

Mr Danielsandi Pangani, Head of Agriculture and Livestock Department

Ms Mary Nkwabi, Livestock Officer

Kambala village

VICOBA group, 23 women and 5 men

Ms Kirisitina Pita, President of the Dairy Group

Mr Isaya R. Jewa, Chairperson Chicken Group, Member of VICOBA

Mr Danie Ole Mwenesi, Elder, Chairperson of the Land Group

Sokoine village

Ms Lea Malaki, President of the Dairy Group

Mela village

VICOBA - Gender Platform, 6 women and 4 men

Evangelic Lutheran Church of Tanzania, Morogoro diocese

Jacob Paulo Ole Paulo, Bishop, Chairman of TCRS District Management Committee TCRS

Renard Mtenji, Bishop, Chairman of the TCRS Board

CAMBODIA

Felm

Haapala, Tapani Regional Development, Cambodia Manager, Regional Manager for Development Cooperation, Mekong

Muttonen, Ari, Senior Advisor Leadership and Organisational Development

CWS

Khreusirikul, Isaree, Country Representative

Sopha, Mao Programme Support Officer

Socheat, Ros Community Development Facilitator (CDF) CWS Kampong Thom

Noieath, Tauch Project Manager

Ghhen, Thong Senior CDF

Sarat, Mann Admin Assistant

Van, Nhoem, CDF

Preng Sreang, Nit, CDF

Pisth, Chey, CDF

Beneficiaries – Kampong Thom

Chan, Hean Member VDC Village Char, Kampong Thom

Thet, Hor Member VDC Village Anlong Veang, Kampong Thom

Sek, Khut Village Livestock Assistant VDC Village Prey Roleab, Kampong Thom

Phin, Phouk Vice Village Chief, Kampong Thom

Yat, Mien Member - Women and Children Affairs Commune Council Village Andaot

Oeung, Chea Village Chief

Man, Sieng Member VDC Village Baksnaleu

Ry, Bit Vice Village Chief

Sokha, Som Member VHSG Village Trapeang Tuk

Sear, Som VLA VDC Village Trapeang Tuk

Pheap, Is Village Chief VDC Village Leav

Thy, Ven Village Chief

SHGs (Saving and Rice Bank) Prey Roleab Village

Project beneficiaries Prey Roleab Village

Rice bank; 4 beneficiaries. Prey Roleab village

VHSG and mother of children under 5 years Nutrition activity

SHG Project beneficiaries Saving and Cow Bank Vegetable growing, chicken raising, motorbike repairing and well water users

Cow bank and 4 beneficiaries (Cow rearing, tailoring)

FSC

Sokhem, Kong, Social Work Manager, FSC/Step

Chankroesna, Prak Senior Social Worker FSC/Step

Yaim, Chamreun, Executive Director

Chankosal, Chum, Admin & Finance Manager

FSC Partner CSOs

Socheat, To, Trainee in STEP Training AZISA Place

Sophorn, Him Social Work Manager APLE

KPF

Kong, Vichetra Executive Director KPF Phnom Penh

Soeun, Savath Program Manager KPF Phnom Penh

Vimean, Bot Project Supervisor KPF Kratie

Aoey, Somaly Project Supervisor KPF Kampot

Chantheng, To Admin & Finance officer KPF Phnom Penh

Somaly, Srey Project Supervisor Chheu Teal Chrum Center

Sopha, Voun Trainer

Pheakdey, Chab, Trainer

Samphuos, Khuy, Trainer

KPF stakeholders

Bin, Bora Provincial Coordinator, Cambodian Organization for Children and Development (COCD)

Sok, Sarik School Director Kraing Snay Primary School

Lork, Pun Officer District Education Office

Cheng, Prang Deputy Chief, District Education Office

KPF Beneficiaries

Van, Vorn and Neav, Teachers Kraing Snay Primary School and Chhue Teal Chrum Primary School

Savy, Sang Commune Leader Commune Council

Mum, Heng Commune Leader Commune Council

Pan, Vong Village Leader VDC

KPF beneficiaries - mothers

Chay, Mao

Chan Roeun, Meas

Na, Phy

Nong, Lim

Sam, Rach Kong

Heng, Cheav

Mum, Chreng

Piseth, Chin

Savary, Child with disability

NEPAL

FELM Nepal

Teressa Juhaninmäki, Regional Manager for Development Cooperation

Group of Helping Hands (SAHAS) Nepal

Saban Shrestha, Senior Coordinator, ELLEP

Shradha Shrestha, Knowledge Management Officer

Sunil Thapa, Environment and Knowledge Management Coordinator

Surendra K. Shrestha, Executive Director

Suyan Lal Shrestha, M&E coordinator

Stakeholders at Damauli Tanahun District

Babu Ram Devkota, Acting DEO

Babu Ram Jamarkattel, Veterinary Officer, District Livestock Services Office

Chet Nath Adhikari, Chief District Agriculture Development Officer, District Agriculture Development Office

Puspa Pokharel, Admin Officer, DEO

Rishi Bhakta Wagle, Programme Officer, Social Development, DDC

Top B Shrestha, DEO

Namuna Krishak Samuha, Bhawanitar, Devghat, Tanahun

Bishnu Maya Bote, Chairperson

Mina Ale, Member

Parbati Bote, Member

Sanat Prasad Bote, Secretary

Sanu Maya Bote, Treasurer

Other 6 members

Pragatishil Krishak Samuha, Devghat VDC, Ward -2, Tanahun

Chhimeki Samaj (Network of CBOs)

Dev Maya Gurung, Chairperson and other 13 members

Gautam Lama

Embassy of Finland, Kathmandu

Chudamani Joshi, Special Advisor

Indra Gurung, Special Advisor

Pekka Seppälä, Deputy Chief of Mission

CMC Nepal

Indira Pathak, Finance Officer

Madhu Bilas Khanal, Advisor

Pashupati Mahat, Advisor

Ram La Shrestha, Executive Director

Sansari Devi Primary School, Kubhinde, Kavre

Anita Basel, Teacher

Govinda Chimaury, Head Teacher

Hari Krishna Khanal, Teacher

Kamal Chimaury, Counsellor Teacher

Laxmi Mijar, Teacher

Rama Silwal, Teacher

Rita Devi Chimari, Teacher

Sher B Mijar, Teacher

3 SMC members and 12 Parents of students

6 ex-students

Observation of classes I to V and discussion with students in the class

Stakeholders

Narayan Krishna Nayaju, Senior Axulary Health Worker, Panchkhal, Kavre

District Education Office, Kavre

Basanta K Muktan, Resource person, Dapcha

Damodar Chapagain, Assistant Education Officer

Dhruba P Dhungana, Resource person, Dhulikhel-Banepa

Fatik B KC, Assistant Education Officer

Gagan Mandal, Resource person, Katike

Kailas Poudel, Resource person,

Nani Babu Thapa, Resource person,

Ram Sharan Bajgain, Resource person, Dhulikhel-Nala

Department of Education

Geha Nath Gautam, Ex-DEO Dolakha, now Curriculum Development Centre, DOE

Khema Nath Pokharel, Ex-Assistant Education Officer Kavre, now in DEO Lalitpur

Man Sinh Bista, DEO Kailali

Shiva Upreti, Under Secretary, DoE

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ANNEX 5. NAMES AND COUNTRIES OF THE PROJECTS REVIEWED THROUGH EVALUATION REPORTS, INCLUDING THE TOTAL EXPENDITURE OF EACH PROJECT

Country	Name of the project	Approximate total expenditure between 2010 and 2015, in €
Senegal	SN715 Right to learn by own mother tongue	1,397,373
Colombia	30600/CO600 The country programme of the LWF: Promotion of human rights, sustainable development and reduction of socio-economic and environmental vulnerabilities in Colombia (Country Strategy 2010-2015, Phase 2)	910,000
Colombia	30600/CO600 LWF Colombia Program: Promotion of Human Rights, Sustainable Development and Humanitarian Actions In Colombia (Country Strategy 2010-2015, Phase 1)	820,000
Laos	LA665 Rights Based Empowerment Project (RBEP)	775,000
Mauritania	MR600 The country program of the LWF	617,591
Nepal	22706 Community health empowerment project CHEP	574,196
Ethiopia	ET655: Bench-Maji Zone Mother Tongue Based Multilingual Education (MTB MLE)Project	571,315
Cambodia	19630, RIDE Ratanakiri Integrated Development and Education	535,779
Ethiopia	ET710: AIDS Prevention and Control Program	512,530
Ethiopia	ET772: Mersa Women Empowerment project	471,787
Laos	19695 Preventing vulnerable women and girls of Southeast Asia from sexual exploitation and trafficking	430,118
Nepal	22715 Education Project	396,000
Nepal	22705 Promoting the disability work DEP	362,089
South Africa	15610 Healing of Memories and Reconciliation Consortium	333,567
Ethiopia	ET705: Disaster risk reduction (DRR) in Legeheda	322,842
Colombia	30650/CO650 ECOVIDA environmental project (Phase 1)	312,519
Ethiopia	ET773: Sailem Community development programme (Shunito Yeri DP)	305,088
Ethiopia	ET715: Community based rehabilitation of disabled people	281,325

ANNEX 6. TABLE OF PARTNER ORGANIZATIONS, NUMBER OF PROJECTS AND APPROXIMATE TOTAL FUNDING DURING THE EVALUATION PERIOD

Country	Partner organization	Number of projects	Funding per partner 2010-15, in €
Angola	The Evangelical Lutheran Church of Angola, IELA	5	871,144
Bolivia	Centro de Promoción Minera – CEPROMIN	1	138,400
Bolivia	The Evangelical Lutheran Church of Bolivia – IELB	1	333,678
Botswana	Thuso Rehabilitation Centre, TRC	2	572,096
Botswana	Kagisano Society Women's Shelter, KSWs	1	233,615
Botswana	Botswana Network on Ethics, Law and HIV/AIDS, BONELA	1	75,000
Botswana	The Evangelical Lutheran Church in Botswana, ELCB	1	185,828
Cambodia	International Cooperation Cambodia ICC	3	1,449,932
Cambodia	Wholistic Development Organisation WDO	5	122,655
Cambodia	Church World Service - CWS Cambodia	1	133,656
Cambodia	Chab Dai	2	167,785
Cambodia	First Step	1	249,616
Cambodia	M'lup Russey (MRO)	1	275,364
Cambodia	Komar Pikar Foundation KPF	1	103,931
China	The Amity Foundation	8	1,631,857
Colombia	The Lutheran World Federation, Department for World Service	3	1,868,508
Colombia	The Evangelical Lutheran Church of Colombia – IELCO	2	624,408
Ethiopia	Ethiopian Evangelical Church Mekane Yesus (EECMY)	13	3,543,146
Ethiopia	Summer Institute of Linguistics (SIL) – Ethiopia	1	571,315
Laos	The Lutheran World Federation, Department for World Service	1	905,382
Laos	AAT Thailand	1	1,026,318
Laos	World Renew Laos	1	72,229
Malawi	Evangelical Lutheran Development Service ELDS	2	277,213
Mauritania	The Lutheran World Federation, Department for World Service	2	1,287,591
Nepal	Nucleus for Empowerment through Skills Transfer	1	55,240
Nepal	Lalitpur Nursing School	1	38,106
Nepal	Samari Utthan Sewa	1	536,834
Nepal	Sansthaagat Bikas Sanjal	2	178,660
Nepal	Sahas Nepal	2	1,219,401

Country	Partner organization	Number of projects	Funding per partner 2010-15, in €
Nepal	Community Health Department, United Mission Hospital Tansen (United Mission to Nepal)	2	369,825
Nepal	United Mission to Nepal	2	741,625
Nepal	Animal Health Training and Consultancy Service	1	118,442
Nepal	Centre for Community Development Nepal	1	208,404
Nepal	Forward Looking	1	533,106
Nepal	Shanti Nepal	2	797,452
Nepal	Centre for Mental Health and Counselling	2	718,628
Nepal	Teach-Ministries	1	
Palestinian territories	The Evangelical Lutheran Church of Jordan and the Holy LAND ELCJHL	2	294,454
Palestinian territories	SAT-7	1	203,000
Palestinian territories	Diyar Consortium	1	114,100
Palestinian territories	Dar al Kalima University College of Arts and Culture	1	49,060
Palestinian territories	Birzeit University	1	20,000
Pakistan	Tank Christian Hospital	1	6,134
Pakistan	Centre for Legal Aid and Assistance U.K CLAAS	1	16,000
Senegal	The Lutheran church of Senegal, ELS	4	2,989,497
South-Africa	KwaZulu-Natal Christian Council, KZNCC	1	545,916
South-Africa	Tswane Leadership Foundation, TLF	1	53,221
South-Africa	CBR Education and Training for Empowerment, CREATE	1	72,422
Tanzania	The Evangelical Lutheran Church of Tanzania/Tumaini University Makumira TUMA	1	59,671
Tanzania	The Evangelical Lutheran Church of Tanzania/Njombe School for the Deaf	1	741,965
Tanzania	Tumaini University/Iringa University College	1	316,602
Tanzania	The Evangelical Lutheran Church of Tanzania/University of Iringa	1	238,580
Tanzania	The Evangelical Lutheran Church in Tanzania/North Eastern Diocese	2	1,013,082
Tanzania	The Evangelical Lutheran Church in Tanzania/Common Work	1	219,877
Tanzania	TCRS TCRS	4	2,429,769
Tanzania	Development Services for the Pastoralists HIMWA	1	382,081
Tanzania	Sebastian Kolowa Memorial University/The Evangelical Lutheran Church of Tanzania/North Eastern Diocese	1	29,948
Vietnam	AAT-Vietnam	1	278,266
Vietnam	Church World Service Vietnam	2	728,228
Vietnam	VietHealth	1	342,709
Zimbabwe	Gwai Grandmothers' Group, GGG	1	134,765

Source: Project information table.

ANNEX 7. PROJECTS SUPPORTED BY FELM DURING PERIOD 2010-2015

Country	Project name	Partner organization
Angola	16610 Health Work of Evangelical Lutheran Church in Angola and 16611 AIDS-work of Evangelical Lutheran Church in Angola	The Evangelical Lutheran Church of Angola, IELA
	16630 Shangala High School	The Evangelical Lutheran Church of Angola, IELA
	16640 School buildings in Luanda	The Evangelical Lutheran Church of Angola, IELA
	16780 IELA Capacity Building	The Evangelical Lutheran Church of Angola, IELA
	AO620 Moxico Integrated Sustainable Livelihoods and Empowerment Project	The Evangelical Lutheran Church of Angola, IELA
Bolivia	29702/BO702, Support for vulnerable Children in mining communities, (Phase 1 and Phase 2)	The Evangelical Lutheran Church of Bolivia - IELB, managed with Lutheran World Federation, Department for Mission and Development - LWF/DMD
	29700, BO700Community development in the Andean region (Phase 2 and Phase 3)	The Evangelical Lutheran Church of Bolivia - IELB
Botswana	17620 Community Based Rehabilitation Project 2010-12 and 2013-15	Thuso Rehabilitation Centre, TRC
	17630 The Security Project of the Thuso Rehabilitation Centre	Thuso Rehabilitation Centre, TRC
	BW660 Reaching Out to Communities to Strengthen Their Response to Gender Based Violence, Harmful Practices and HIV and AIDS Project	Kagisano Society Women's Shelter, KSWs
	BW670 Addressing Stigma and Discrimination to Facilitate Access to HIV, Health and Social Services for Marginalised and Most at Risk Populations (MARPS) in Botswana	Botswana Network on Ethics, Law and HIV/AIDS, BONELA
	BW700 Kalahari Integrated Rural Development Project	The Evangelical Lutheran Church in Botswana, ELCB
Cambodia	19630, RIDE Ratanakiri Integrated Development and Education	International Cooperation Cambodia ICC
	19640, READ Community Development project	International Cooperation Cambodia ICC
	19645/KH645, iBCDE Identity Based Community Development and Education	International Cooperation Cambodia ICC
	19650, WDO Wholistic Community Development project	Wholistic Development Organisation WDO
	19680, ACTS Assisting children to school	International Cooperation Cambodia - ICC
	19657/KH657, Food security and nutrition	Church World Service - CWS Cambodia

Country	Project name	Partner organization
	19690/KH690, Chab Dai – Assisting victims of human trafficking	Chab Dai
	19692, First Step: Preventing sexual abuse of boys	Chab Dai / First Step
	19693/KH693, Empowering youth in orphanages	M'lup Russey (MRO), Before 2013 M'lup Russey was known as project 19660 SKY: Integrating the young adult orphans to the society, implemented by ICC. In 2012 SKY localised to become M'lup Russey organization.
	KH694, Promoting the capacity building of the implementing partner	FELM through a Finnish Senior Advisor
	KH695, Community-based support for children with disabilities	Komar Pikar Foundation KPF
China	26641 AIDS Awareness Raising in Yunnan Province	The Amity Foundation
	26631 The Community development project of the Shuitong-village	The Amity Foundation
	26635 Autistic children, advocacy work	The Amity Foundation
	26637/CN637Disabled children/new	The Amity Foundation
	26660 Hunan Minority Areas Development Project and Huayuan Community Development Project	The Amity Foundation
	26645 Community based womens' health/new	The Amity Foundation
	CN643 HIV and aids in Hengyang	The Amity Foundation
	CN700 Capacity building of local partners	The Amity Foundation
Colombia	30600/CO600 LWF Colombia Program: Promotion Of Human Rights, Sustainable Development And Humanitarian Actions In Colombia (Country Strategy 2010-2015, Phase 1 and Phase 2))	The Lutheran World Federation, Department for World Service - LWF-DWS Colombia Program
	30650/CO650 IELCO Environmental project	The Evangelical Lutheran Church of Colombia - IELCO
	30650/CO650 ECOVIDA environmental project (Phase 1 and Phase 2	The Evangelical Lutheran Church of Colombia - IELCO
	30620/CO620 Disabilities and Dignity/Disability, Learning and Empowerment Colombia DISDI/DAEC	The Evangelical Lutheran Church of Colombia - IELCO
	CO621 Arauca: Prevention and attention with capacity	The Lutheran World Federation, Department for World Service - LWF-DWS Colombia country programme
Ethiopia	ET600: Training teachers for deaf	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	ET610: Non-Formal Education	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	ET715: Community based rehabilitation of disabled people	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	ET651: Meskan-Silti Rural Development	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)

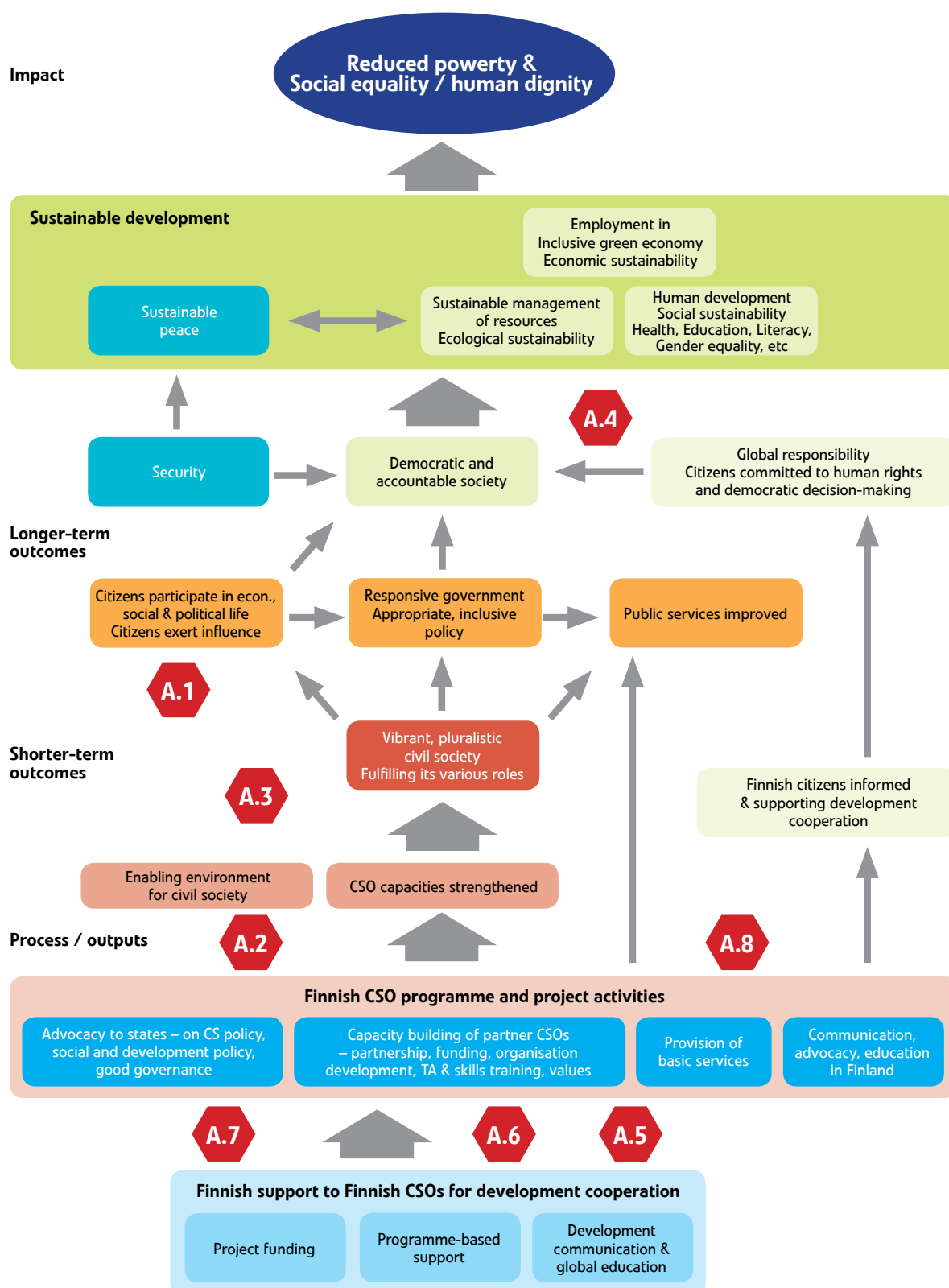
Country	Project name	Partner organization
	ET655: Bench-Maji Zone Mother Tongue Based Multi-lingual Education (MTB MLE)Project	Summer Institute of Linguistics (SIL) - Ethiopia
	11690,ET772: Sirinka women empowerment and Mersa Women Empowerment porject	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	ET705: Disaster risk reduction (DRR) in Legeheda	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	11700: Nutrition and Hygiene Project (NHP)	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	ET710: AIDS Prevention and Control Program	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	11730: South Central Synod's Health Work and Coordination	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	ET750: South Central Synod: Share and Care	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	11770: Danito Yeri Rural Community Development Project	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	ET771: Shabuye Community Development	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	ET773: Sailem Community Development Programme (Shunito Yeri DP)	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
	ET760: Amaro and Wonago Community Based Health Project	Ethiopian Evangelical Church Mekane Yesus (EECMY) -Development and Social Services Commission (DASSC)
Laos	196645 LWF Laos Country programme Burma, Laos, Indonesia (2010-11) and Rights Based Empowerment Project (RBEP) (2012-15)	Lutheran World Federation
	19695/LA 696 Preventing vulnerable women and girls of Southeast Asia from sexual exploitation and trafficking/A village model safe from exploitation and human trafficking(2010-12, 2013-15)	AAT-Thailand
	19703 Mother tongue education for Akha-children: Ethnic Community School Readiness Pilot (ECSRP)	World Renew Laos
Malawi	15650: HIV and AIDS work of ELDS (Dedza District) 2009-11, 2012-14	Evangelical Lutheran Development Service ELDS
	18700: Capacity development of local partner ELDS	Evangelical Lutheran Development Service ELDS
Mauritania	13600/MR600 The country program of the LWF	Lutheran World Federation
	MR610 Publish what you pay	Lutheran World Federation

Country	Project name	Partner organization
Nepal	22610 Rural development training programme (Livelihood Plus)	Nucleus for Empowerment through Skills Transfer
	22630 Lalitpur Nursing Campus	Lalitpur Nursing School
	22640/NP640 Uplift Community Development Program (2008-10, 2011-13, 2014-16)	Samari Utthan Sewa
	22656/NP22656 Grass root level work for peace/ School of Shanti (2010-11, 2012-14, 2015-16)	Sansthagat Bikas Sanjal
	22657/NP657 Improving the food security CEFALS	Sahas-Nepal
	22658/NP22658 Vegetable Seed Promotion Programme in Rukum District (2010-12, 2013-15)	United Mission to Nepal
	22670 Animal Health Training Programme	Animal Health Training and Consultancy Service
	22675/NP675 Rural Community Development Project SEDC (2010-12, 2013-15)	Centre for Community Development Nepal
	22676/NP676 Enhancing Livelihood through Local Efforts Project ELLEP (2010-12, 2013-15)	Sahas-Nepal
	NP677 Capacity building of local partners	FELM Nepal
	NP700 Community Health Care Programme CHD Tansen Mission Hospital	Community Health Department, United Mission Hospital Tansen (United Mission to Nepal)
	22701 District Doctors Training Programme	United Mission Hospital Tansen (United Mission to Nepal)
	22705/NP705 Disabled Empowerment Project DEP (2010-13, 2013-15)	Forward Looking
	22706/NP706 Community health empowerment project CHEP (2010-14, 2015-17)	Shanti Nepal
	22715/NP715 Inclusive Education Project (2010-12, 2013-15)	United Mission to Nepal
	22720/NP720 Basic Health Care Development Programme PHCRC (2010-14, 2015-16)	Shanti Nepal
	22750/NP750 Community Mental Health Program (2010-14, 2015-18)	Centre for Mental Health and Counselling
	22760/NP760 School Mental Health Program (2010-12, 2013-14, 2015-17)	Centre for Mental Health and Counselling
	22780 Early Childhood Education Centre	Teach-Ministries
	NP761 Sanjal	Sansthagat Bikas Sanjal
Palestinian territories	27600 Environmental education	The Evangelical Lutheran Church of Jordan and the Holy Land ELCJHL
	27610 Education development	The Evangelical Lutheran Church of Jordan and the Holy Land ELCJHL
	PS615 Beit Sahour Special Education Project (2010-12, 2013-15)	The Evangelical Lutheran Church of Jordan and the Holy Land ELCJHL
	27620-21 SAT-7 women's rights TV production - SAT-7 Bridges	SAT-7
	27640 Children's psychosocial support 2011-12, 2013-16	The Evangelical Lutheran Church of Jordan and the Holy Lan ELCJHL

Country	Project name	Partner organization
	PS645 People Hearing impairments project/Development of Disabled Work Project (2012-14) Developing a Sign Language Course and Capacity Building of the Deaf (2014-16)	FELM / Birzeit University
	27650 Diyar Art Center	Diyar Consortium
	PS650 Made in Palestine Project	Dar al Kalima University College of Ars and Culture
Pakistan	13020 Prenatal and postnatal care including delivery	Tank Christian Hospital
	15160 Human Rights	Center for Legal Aid and Assistance U.K CLAAS
Senegal	13780 ELS capacity building	The Lutheran church of Senegal
	13765 Rural community development project	The Lutheran church of Senegal
	SN715 Right to learn by own mother tongue	The Lutheran church of Senegal
	SN770 Foundiougne area Food security program	The Lutheran church of Senegal
South Africa	15610 / ZA610 Healing of Memories and Reconciliation Consortium (2009-13, 2014-16)	KwaZulu-Natal Christian Council, KZNCC
	ZA620 Gender Capacity building: Ending Gender Based Violence against Girls and Women	Tswane Leadership Foundation, TLF
	ZA645 Inclusive Development for People with Disabilities: Supporting the Development of Community Based Rehabilitation in South Africa	CBR Education and Training for Empowerment, CREATE
Tanzania	TZ600 PITA Participatory and Integrative Teaching Approach	The Evangelical Lutheran Church of Tanzania/Tumaini University Makumira TUMA
	14616/TZ616 Building capacity for the staff of Njombe School for the Deaf	The Evangelical Lutheran Church of Tanzania/Njombe School for the Deaf
	14650 IUOCO Counselling Program	Tumaini University/Iringa University College
	14653/TZ653 Changing Cultures	The Evangelical Lutheran Church of Tanzania/University of Iringa
	14655 IUOCO, Digital Learning Centre	Tumaini University/Iringa University College
	14660/TZ660 Development Programme for ELCT Hospitals	The Evangelical Lutheran Church in Tanzania/North Eastern Diocese
	14670/TZ670 ELCT Managed Health Care Program and Hospitals' ICT	The Evangelical Lutheran Church in Tanzania/Common Work
	14720/TZ720 Kilwa Community Empowerment Programme	TCRS TCRS
	14730/TZ730 Morogoro Community Empowerment Programme	TCRS TCRS
	14733/TZ733 TCRS Capacity Development/new	TCRS TCRS
	14740/TZ740 Kishapu Community Empowerment Programme	TCRS TCRS
	14742/TZ742 Himwa, Nomads	Development Services for the Pastoralists HIMWA
	TZ751 SEKOMU Right to Education	Sebastian Kolowa Memorial University/ The Evangelical Lutheran Church of Tanzania/ North Eastern Diocese
	TZ750 Promoting Disability Inclusive Development	FELM, TCRS TCRS, HiMWA, ELCT Dioceses

Country	Project name	Partner organization
	14750/TZ750 Rainbow School Outreach Programme	The Evangelical Lutheran Church of Tanzania/North Eastern Diocese
Vietnam	VN696 AAT-Vietnam : Assisting the victims of Human trafficking (2009-10, 2011-13, 2014-15)	AAT-Vietnam
	VN700 CWS: Health and Hygiene Promotion project II phase (2009-10, 2011-13, 2014-16)	Church World Service Vietnam
	VN701 CWS: Promotion of Ethnic Minorities' Education Possibilities (2010-12, 2013-16)	Church World Service Vietnam
	VN705 Viethealth: Prevention of Early Childhood Disabilities (2010-11, 2013-14, 2015)	VietHealth
Zimbabwe	15670 The Care for Orphans and Vulnerable Children in the Context of HIV and Aids, Political Violence and Poverty Project (2009-10, 2011-16)	Gwai Grandmothers' Group, GGG

ANNEX 8. THEORY OF CHANGE FOR FINLAND'S SUPPORT TO CSOS



EVALUATION

**PROGRAMME-BASED SUPPORT
THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS I:
FELM
2016**



**MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND**