



# EVALUATION

Programme-based Support through  
Finnish Civil Society Organizations I



Evaluation on Finland's Development Policy and Cooperation

**2016/4**



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# EVALUATION

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

### Synthesis and Results-Based Management Approaches

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# ACRONYMS AND ABBREVIATIONS

CMI	Crisis Management Initiative
CSO	Civil Society Organisation
DAC	Development Assistance Committee (of OECD)
Demo Finland	Organisation of the Finnish parliamentary parties supporting political movements in new and developing democracies
EU	European Union
€	Euro
Felm	Until March 2016 known as Finnish Evangelical Lutheran Mission (FELM)
Fida International ry	The mission and development cooperation organisation of the Finnish Pentecostal churches
Finnfund	Finnish Fund for Industrial Cooperation Ltd.
FT	Fairtrade Finland
HRBA	Human Rights-Based Approach to Development
MFA	Ministry for Foreign Affairs (Finland)
Kepa	Umbrella organisation for CSOs or foundations in Finland dealing with development co-operation
Kehys	Finnish non-governmental development organisation platform to the EU
KIOS	Finnish NGO Foundation for Human Rights
LFA	Logical Framework Approach
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
NAEAL	National Adult Education Association of Liberia
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECD/DAC	OECD Development Assistance Committee
SASK	Suomen Ammattiliittojen Solidaarisuuskeskus, Finnish Trade Union Solidarity Centre
RBM	Results-Based Management
REDD	Reducing Emissions from Deforestation and Forest Degradation
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees

# TIIVISTELMÄ

Tämä raportti on yhteenvedo evaluoinneista, jotka on tehty kuuden, monivuotista ohjelmaperusteista tukea saavan suomalaisen kansalaisjärjestön kehitysyhteistyöohjelmista: Crisis Management Initiative, Reilu kauppa ry, Felm, Suomen Pakolaisapu ry, Taksvärkki ry ja WWF Suomi.

Evaluoinnin tarkoituksena on tuoda esiin näyttöön perustuvaa tietoa sekä opastusta siihen kuinka 1) parantaa tulosperustaista johtamista kansalaisjärjestöille annettavassa ohjelmatussa; 2) edistää kansalaisyhteiskunnalle annettavalla tuella saavutettuja tuloksia.

Evaluointi koostuu kahdesta osasta: osassa 1 evaluoitiin kuuden valitun kansalaisjärjestön kehitysyhteistyöohjelma, kun taas osa 2 käsittää kaikkien suomalaisten ohjelmatussa saavien kansalaisjärjestöjen tulohajauksen arvioinnin ja ulkoministeriön (UM) ohjelmakohtaisen johtamisen.

Evaluoinnissa todettiin kansalaisjärjestöjen kehitysyhteistyöohjelmien olevan yhdenmukaisia kunkin organisaation strategian kanssa. Ohjelmat painottuvat alueille, joilla organisaatioilla on suhteellinen etu. Kumppanijärjestöt ovat soveltaneet työssään kustannustehokkaita vaihtoehtoja.

Ohjelmien tulokset ovat moninaiset. Suuri osa niistä voidaan luokitella helposti syrjäytyneiden oikeudenomistajien tai hyödynsaajien voimaannuttamiseksi omien oikeuksiensa vaatimisessa. Evaluoinnissa tehdään johtopäätös, että ohjelmilla on ollut positiivinen vaikutus.

Evaluaation mukaan ohjelmien seuranta ja evaluointia on parannettu, ja kaikki kansalaisjärjestöt ovat perustamassa tulohajausjärjestelmiä, jotka tukevat tulosten saavuttamista. UM on myötävaikuttanut ohjelmien tulohajauksen perustamiseen.

*Avainsanat: evaluointi, kehitysyhteistyö, kansalaisyhteiskunta, muutosohjaus, Suomi*

# REFERAT

Denna rapport är en sammanfattning av de utvärderingar som gjorts av utvecklingssamarbetet med sex finska civilsamhällesorganisationer (CSO) som mottar flerårigt programbaserat stöd: Crisis Management Initiative, Finska missionssällskapet, Finlands flyktinghjälp, Dagsverke och Världsnaturfonden WWF Finland. Syftet med utvärderingen är att ge evidensbaserad information och vägledning för att 1) förbättra resultatstyrning av det programbaserade stödet till det civila samhället, och 2) att uppfylla resultaten från det finska stödet till det civilsamhället.

Utvärderingen består av komponent 1, programutvärderingen av de sex utvalda CSO, och komponent 2, bedömning av både resultatstyrningskedjan av finska civilsamhällesorganisationer som får programbaserat stöd, samt bedömning av Utrikesministeriets (UM) förvaltning av det programbaserade stödet.

Utvärderingen visade att programmen var i linje med organisationernas egna strategier, och att programmen fokuserar på områden där organisationerna har etablerat en komparativ fördel. De verkställande organen i partnerländerna har tillämpat kostnadseffektiva alternativ.

Programmen uppvisar olika resultat. En stor del av dem kan kategoriseras som stärkandet av lätt marginaliserade rättighetshavares eller förmånstagares förmåga att hävda sina rättigheter. Det är också slutsatsen att programmen har haft en positiv effekt på lång sikt.

Komponent 2 fann att M&E-systemen uppgraderas som bäst och att alla CSO etablerar RBM-system som stöder uppnåendet av resultat, och att UM har bidragit till att lägga grunden för resultatstyrningen av programmen.

*Nyckelord: utvärdering, utvecklingssamarbete, civilsamhället, förändringsteori, theory of change, Finland*

# ABSTRACT

This report is the synthesis of the evaluations of the development cooperation programme of six Finnish Civil Society Organizations (CSOs) receiving multi-annual programme-based support: Crisis Management Initiative; Fairtrade Finland; Felm; Finnish Refugee Council; Taksvärkki; and World Wide Fund for Nature Finland. 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 consists of Component 1, the programme evaluation of the six selected CSOs, and Component 2, the assessment of both the results-based management chain of Finnish civil society organizations receiving programme-based support, and Ministry for Foreign Affairs' (MFA) management of the programme-based support.

The evaluation found the programmes in line with the strategies of the organizations, and that the programmes are focused on areas where the organizations have established a comparative advantage. The implementing organisations in partner countries have applied cost efficient alternatives.

The outcomes of the programmes are diverse, a large part of them can be categorised as empowerment of easily marginalised right-holders or beneficiaries to claim their rights. It is also concluded that the programmes have had a positive impact.

Component 2 found that the M&E systems are being upgraded and that all the CSOs are establishing RBM systems that support achievement of results, and that MFA has contributed to laying the ground for results-based management of the programmes.

*Keywords: evaluation, development cooperation, civil society, theory of change, Finland*

# YHTEENVETO

Tämä raportti on tiivistelmä kuuden suomalaisen kansalaisjärjestön kehitysyhteistyöohjelmien evaluoinnista. Kansalaisjärjestöt saavat monivuotista ohjelmaperusteista tukea kumppanuusjärjestelmän kautta:

- Crisis Management Initiative
- Reilu kauppa ry
- Felm
- Suomen Pakolaisapu ry
- Taksvärkki ry
- WWF Suomi

Evaluoinnin tarkoituksena on tuoda esille näyttöön perustuvaa tietoa sekä opastusta siihen kuinka 1) parantaa tulosperustaista johtamista kansalaisjärjestöille annettavassa ohjelmatuessa; 2) edistää kansalaisyhteiskunnalle annettavalla tuella saavutettuja tuloksia.

Evaluointi koostuu kahdesta eri osasta:

**Osa 1** on kuuden valitun kansalaisjärjestön kehitysyhteistyöohjelman evaluointi. Pääasiallinen evaluointikysymys tälle osalle on:

- Mitkä ovat kansalaisjärjestöjen ohjelmien tulokset (tulokset, seuraukset ja vaikutukset) ja mikä on niiden arvo ja meriitti linjauksien, ohjelmien ja hyödynsaajien näkökulmasta?

**Osa 2** on tulosperustaisen johtamisketjun arviointi kaikissa 22 suomalaisessa, ohjelmataukea saavassa kansalaisjärjestössä, samoin kuin UM:n suorittamasta ohjelmantuen johtamisesta. Tässä osassa on kaksi pääasiallista evaluointikysymystä:

- Tukevatko nykyiset kansalaisjärjestöjen toiminnan johtoon liittyvät mekanismit (suunnittelu, seuranta, johtaminen, evaluointi, raportointi) tulosten saavuttamista?
- Ovatko UM:n asettamat toimintaperiaatteet, rahoituksen ohjaus ja ohjeet asettaneet perustan tulosperustaiselle johtamiselle?

Evaluointi teki metaanalyysin kuuden kansalaisjärjestöohjelman hanke-evaluatioista kun taas kenttäselvitykset tehtiin edustavasta otoksesta kansalaisjärjestöjen hankkeita. Evaluoinnin luotettavuuden maksimoimiseksi tiimi suoritti tietopainotteista tai tavoitteellista näyttöottoa kenttätutkimusmaiden ja -hankkeiden valitsemiseksi.

Suomen kehitysyhteistyön tavoitteet kansalaisyhteiskunnan tukemiseksi on määritelty kansalaisyhteiskunnan kehitysyhteistyön toimintaohjeissa (Guidelines for Civil Society in Development Policy) seuraavasti:

” elinvoimainen ja moniarvoinen, laillisuusperiaatteeseen perustuva kansalaisyhteiskunta, jonka aktiviteetit tukevat ja edistävät kehityspäämäärien saavuttamista ja parantavat ihmisten hyvinvointia”

Kansalaisyhteiskunnalle annettavan tuen toimintaohjeet painottavat, että tuen tavoitteet voidaan saavuttaa kahdella tapaa: lisäämällä kansalaisjärjestöjen kapasiteettia kohdemaissa ja kehittämällä kansalaisyhteiskunnan toimintaympäristöä niiden toimia tukevaksi. Jälkimmäinen on myös määritelty UM:n ja kansalaisyhteiskunnan toimijoiden yhteiseksi päämääräksi. Kansalaisyhteiskunnalla nähdään olevan kaksi perustoimintoa: vaikuttamistyö, joka kohdistuu poliittisiin päättäjiin, hallintoon ja yleiseen mielipiteeseen, mahdollistaen kansalaisten äänen kuulemista ja tukien heidän osallistumistaan; sekä palvelujen tuottaminen siellä missä valtion kapasiteetti on vähäistä.

Ohjelmatuki on mekanismi, jonka kautta Suomi rahoittaa tässä evaluoitujen kuuden suomalaisen kansalaisjärjestön ohjelmia. Kaksikymmentäkaksi kansalaisjärjestöä, jotka ovat ohjelmatuen piirissä, saavat yli 70 % Suomen valtion antamasta kansalaisjärjestötuesta.

## Loppupäätelmä

Loppupäätelmä kuuden kansalaisjärjestön ohjelmien evaluoinnista on, että ne ovat saavuttaneet arvokkaita tuloksia. Viimeaikaiset UM:n rahoitusleikkaukset ovat kuitenkin pakottaneet kansalaisjärjestöt vähentämään tai kokonaan lopettamaan hankkeita ja näin heikentämään ohjelmien myönteisiä tuloksia.

**Suositus 1:** UM:n ja Suomen hallituksen tulisi lisätä kansalaisjärjestöjen ohjelmatukea.

## Kuuden evaluoinnin havainnot, päätelmät ja suositukset

### Tarkoituksenmukaisuus

Kuuden kansalaisjärjestön ohjelmat ovat yhdenmukaisia kunkin järjestön strategian kanssa painottaen aihealueita, joilla niillä on suhteellisia etuja. Ohjelmat, jotka yleisesti ovat kansallisen politiikan mukaisia, vastaavat sidosryhmien ja avun vastaanottajien ensisijaisia tarpeita, kohdistuen moniin erityisiin oikeuksiin. Evaluointi havaitsi kuitenkin eroavaisuuksia ohjelmien ja hallituksen politiikan välillä, jolloin on tarvittu vaikuttamistyötä.

Ohjelmat ovat hyvin yhdenmukaisia Suomen kehitysyhteistyöpoliittisten linjausten kanssa. Suomen kansalaisyhteiskuntaa tukevan kehitysyhteistyön poliittiset tavoitteet eivät kuitenkaan näy kaikkien kansalaisjärjestöjen tavoitteissa. Kapasiteetin vahvistaminen kumppaniorganisaatioissa tai kumppanimaan toisissa kansalaisjärjestöissä näkyy tavoitteena vain joissakin ohjelmissa. Kansalaisyhteiskunnan toiminnan mahdollistavan toimintaympäristön luominen ei näy tavoitteena yhdessäkään ohjelmassa. Näin ollen kansalaisjärjestöjen ohjelmat ovat tarkoituksenmukaisia, mutta jotkut niistä saattaisivat paremmin vastata Suomen kansalaisyhteiskuntaa tukevia tavoitteita.

**Suositus 2:** Kansalaisjärjestöjen pitäisi huolehtia siitä, että Suomen kansalaisyhteiskuntaa tukevan avun tavoitteet näkyvät ohjelmien tavoitteissa.

## Tehokkuus

Ohjelmien toimeenpanijat ovat kustannustietoisia ja näyttää siltä, että kustannukset suhteessa tuotoksiin ovat alhaiset tai hyväksyttävissä rajoissa. Havaittiin, että toimeenpanevat organisaatiot ovat soveltaneet kustannustehokkaita vaihtoehtoja. Siksi onkin todettava, että kansalaisjärjestöjen ohjelmien toteutus kumppanuusmaissa on kustannustehokasta.

UM:n kansalaisjärjestöyksikkö osallistuu strategisella tasolla ja jättää ohjelmien johtamisen suomalaisille kansalaisjärjestöille ja heidän paikallisille kumppaneilleen. Luottamus on avaintekijä kumppanuudelle ja tästä johtuen päätöksenteko on joustavaa ja nopeaa. Voidaan tehdä johtopäätös, että hallinto ja johtaminen on tehokasta kansalaisjärjestötuki-instrumentin tasolla. Jotkut järjestöt toteavat, että palaute kansalaisjärjestöyksiköstä ei ole riittävää. Ne toivoisivat parempaa palautetta sisältöasioissa, joita ne raportoivat UM:lle. Johtopäätöksenä on, että on tarpeen vahvistaa dialogia UM:n ja kansalaisjärjestöjen välillä.

Kansalaisjärjestöjen ohjelmat ovat maantieteellisesti laajalle levittäytyneitä. Evaluointia tehdessä mietittiin, saavuttaisiko UM lisää tehokkuutta ryhmittelemällä toiminnot ja keskittämällä resurssit tietyille alueille tai tietyille aihealueille. Tämä voisi kuitenkin toimia kansalaisjärjestöjen vuosien aikana luomia monia kokemuksia ja suhteita vastaan. Sen vuoksi voidaan tehdä johtopäätös, että UM:n toiminta kansalaisjärjestöjen tukemiseksi ja vahvistamiseksi on tehokasta.

Suomalaiset kansalaisjärjestöt tukevat toimeenpanevia kansalaisjärjestöjä kumppanimaissa. Käytännön johtamisesta kumppanimaissa vastaavat taitavat ja työlleen omistautuneet projektijohtajat, joille on delegoitu päätäntävaltaa. Johtopäätöksenä voidaan sanoa, että johtaminen ohjelma- ja hanketasolla on tehokasta.

**Suositus 3:** UM:n vastaavien sektorivirkailijoiden tulisi osallistua keskusteluihin kansalaisjärjestöjen kanssa. Seuraavan vuosikeskustelun yhteydessä kunkin kansalaisjärjestön tulisi lisäksi määrittellä, minkälaista palautetta he tarvitsevat UM:ltä. Tähän ja UM:n palautteen antamiskykyyn perustuen pitäisi valmistella sopiva ohjeistus.

Kenttätutkimuksissa havaittiin, että kansalaisjärjestöjen seuranta- ja evaluointijärjestelmien laatu vaihteli suuresti. Vaikka joillakin oli hyvät systeemit, ohjelman seuranta perustui monissa tapauksissa pääasiassa aktiviteetteihin ja tuotoksiin; mutta vähemmän tulosten ja vaikutusten seurantaan ja raportointiin. Kansalaisjärjestöjen suorittamat evaluoinnit olivat laadultaan hyvin epätasaisia. Jotkut olivat ottaneet huomioon tuloksista saatua palautetta, mikä on ollut hyödyllistä oppimisen kannalta. Useimmat eivät kuitenkaan arvioineet korkeamman tason tuloksia systemaattisesti. Osan 2 selvityksessä huomattiin, että seuranta- ja evaluointijärjestelmiä on parannettu ja kaikki kansalaisjärjestöt olivat perustamassa tulosohjausjärjestelmää. Voidaan päätellä, että vaikka kansalaisjärjestöjen seuranta- ja evaluointijärjestelmät olivat yleisesti ottaen tehottomia, niitä ollaan nyt parantamassa.

**Suositus 4:** Kansalaisjärjestöjen pitäisi jatkaa työtään arviointi- ja evaluointijärjestelmien vahvistamiseksi ja tähdätä tulosjohtamiseen.

Osana tätä kansalaisjärjestöjen tulisi kehittää evaluointeja varten tehtävänkuvastandardi, joka seuraa OECD/DAC:n kriteerejä.

Useimmissa tapauksissa ihmisoikeuksien periaatteet on sisällytetty hyvin ohjelmien suunnitteluun ja toteutukseen. Usein helposti syrjäytyville ihmisille on annettu ”ääni” kun hankkeita on suunniteltu niin, että heitä tuetaan vaatimaan oikeuksiaan.

Riskien käsittelyssä on suurta vaihtelua. Joillakin ohjelmilla on hienostuneita järjestelmiä, mutta usein riskien hallinta kansalaisjärjestöissä perustuu kenttätason kontakteihin sekä suhteisiin tuttujen kumppaneiden kanssa, joilla on hyvä paikallistuntemus. Johtopäätöksenä on, että tämä on riittävä niissä ympäristöissä, jossa kansalaisjärjestöt toimivat. Vahva tietoisuus riskeistä ja joustava johtaminen kompensoivat usein muodollisen riskien johtamisen puuttumisen.

### **Tuloksellisuus**

Suuri osa ohjelmien tuloksista voidaan luokitella hyödynsaajien ja oikeuksien omistajien voimaannuttamiseksi. Kaikki haastatellut sidosryhmät arvottivat tuloksia positiivisesti.

Joissain tapauksissa oli saavutettu vain vähäistä kapasiteetin kehitystä. Suomalaisen kansalaisjärjestöjen hankerahoitus antaa kumppaneille vain vähän mahdollisuuksia investoida organisaatioiden kehittämiseen. Arvoltaan vähäiset ja lyhytkestoiset sopimukset toteuttajien kanssa johtavat rajoitettuun organisaatioiden kehittämiseen. Parhaat tulokset on saavutettu silloin kun on tehty paikallisen kansalaisjärjestön kanssa pitkäaikainen sopimus ja kun sitä on kohdeltu kumppanina, jolla on kykyä asettaa omat prioriteettinsa. Mikään suomalaisista kansalaisjärjestöistä ei ole järjestänyt perusrahoitusta kumppanijärjestöilleen, vaikka perusrahoitus on todettu tehokkaaksi keinoksi tukea kansalaisyhteiskunnan kehitystä. Evaluaatio päättee, että kumppanuusjärjestöjen kapasiteetin kehittämistä voitaisiin parantaa.

**Suositus 5:** Suomalaisen kansalaisjärjestöjen pitäisi antaa enemmän perus- ja korirahoitusta kumppanijärjestöille. Tämä mahdollistaisi niitä itsenäisyyttä omiin prioriteetteihinsa nähden.

Suomen kehitysyhteistyöpolitiikan läpileikkaavat tavoitteet ovat sukupuolten tasa-arvo, eriarvoisuuden vähentäminen ja ilmastokestävyys. Nämä läpileikkaavat tavoitteet on enimmäkseen huomioitu, mutta niiden saavuttaminen vaihtelee.

Sukupuolten tasa-arvoa tarkastellaan usein mekaanisesti tasapainottamalla naisten ja miesten lukumäärää hankkeiden aktiviteeteissa. On kuitenkin muutamia tapauksia, joissa toimeenpano perustuu sukupuoliroolien analyysiin, joka se näyttää johtaneen parempiin tuloksiin. Reilukauppa ja WWF Suomi erityisesti ovat kiinnittäneet huomiota ilmastoasioihin. Ilmastoasiat eivät ole olleet keskiössä Suomen kansalaisjärjestöjen asialistalla, vaikka joissain tapauksissa ne ovat työssään lisänneet tietosuutta ilmastonmuutoksesta. Voidaan kuitenkin todeta, että läpileikkaavien tavoitteiden tukeminen on riittävää.

Kansalaisjärjestöt kumppanuusmaissa eivät yleisesti ottaen pidä suomalaisen kansalaisjärjestöjen tukea pelkästään rahallisena tukena. Ne tähdentä-

vät, että heidän suomalaiset kumppaninsa ovat antaneet erityyppistä teknistä apua, esitelleet uusia konsepteja ja helpottaneet pääsyä paikallisiin ja kansainvälisiin verkostoihin. Voidaan todeta, että rahoituksen kanavoiminen etelän kansalaisjärjestöille suomalaisten kansalaisjärjestöjen kautta tuottaa lisäarvoa.

### **Vaikutus**

Moniin merkkeihin ja joihinkin todisteisiin pohjautuen voidaan todeta, että ohjelmilla on ollut positiivista vaikutusta, vaikka näitä vaikutuksia ei ole systemaattisesti seurattu, mitattu tai raportoitu. Johtopäätös on, että kansalaisjärjestöjen ohjelmilla on pitkällä tähtäimellä myönteinen vaikutus.

**Suositus 6:** Kansalaisjärjestöjen pitäisi kehittää seuranta- ja evaluointijärjestelmien käytäntöjä, jotka parantavat ohjelmien vaikutusten tunnistamista ja raportointia.

### **Kestävyys**

Kumppanimaiden kansalaisjärjestöt ohjaavat hankkeitaan ja heillä on vahva tunne hankkeiden omistajuudesta. Ne ovat varmistaneet, että tulokset ovat sopusoinnussa paikallisen sosiaalisen ja kulttuurillisen kontekstin kanssa. Vaikka jotkut järjestöistä ovat taloudellisesti kestäväällä pohjalla, monissa tapauksissa pitkän aikavälin rahoitus on yhä edelleen heikkoa. Myös hyödynsaajat pitävät tuloksia ominaan ja he tulevat monissa tapauksissa ylläpitämään näitä saavutuksia. Ilmastonmuutosta painotetaan joissain ohjelmissa ja toisissa taas vähemmän. Siksi voidaankin todeta, että ohjelman tuloksen kestävyys on suhteellisen hyvä.

### **Täydentävyys, koordinointi ja johdonmukaisuus**

Suomalaiset kansalaisjärjestöt ja niiden kumppanit koordinoivat yleensä hyvin toimintaansa verkostoituen ja jakaen informaatiota toisten kehityskumppaneiden kanssa, vaikka parantamisen varaakin on. Voidaan todeta, että koordinointi on useimmissa tapauksissa hyvä.

Yleisesti ottaen on vain vähän tai ei ollenkaan täydentävyyttä kansalaisjärjestöjen ohjelmien ja muiden suomalaisten interventioiden välillä. Osaksi tämä johtuu tehokkaan kommunikointimekanismin puuttumiseen kumppanimaisissa, joihin Suomen kehitysinterventiot keskittyvät.

**Suositus 7:** UM:n ja Suomen suurlähetystöjen pitäisi perustaa mekanismit parantamaan täydentävyyttä, koordinointiä ja johdonmukaisuutta suomalaisten kansalaisjärjestöjen kanssa niissä maissa, joihin Suomen kehitysyhteistyö keskittyy.

Evaluoinnissa ei huomattu yhtään tapausta, jossa kansalaisjärjestö on pystynyt myötävaikuttamaan suotuisan toimintailmapiiirin luomiseen kansalaisyhteiskunnalle. Osittain tämä johtuu siitä, että niiltä puuttuu vaikutusvaltaa ja osittain niiden pienestä koosta. Muutamissa tapauksissa muut kehitysapuinstrumentit, joilla on enemmän vaikutusvaltaa, ovat myötävaikuttaneet tämän tavoitteen saavuttamiseksi.

**Suositus 8:** UM:n pitäisi varmistaa, että suurempien suomalaisten toimijoiden, kuten kahdenkeskisten sektoriohjelmien tuki voisi myötä-

vaikuttaa kansalaisyhteisölle suotuisan ilmapiirin luomisessa perustamalla mekanismeja ja antamalla tilaa dialogille asianosaisten keskuudessa kutsumalla kansalaisjärjestöjä mukaan ja tunnustamaan niiden oikeuden laillisina toimijoina.

### **Strategia Suomen kansalaisyhteiskuntatuelle**

Kansalaisjärjestöjen ohjelmat ovat monissa tapauksissa vahvistaneet palveluntarjontaa tai rakentaneet siihen liittyvää kapasiteettia. Tämä ei kuitenkaan välttämättä auta elinvoimaisen ja moniarvoisen kansalaisyhteiskunnan perustamiseen ilman toimintaa muiden sidosryhmien kanssa ja ilman syrjäytyneiden ryhmien etunäkökohtien tukemista.

UM:n kansalaisyhteiskuntaa tukevan kehitysyhteistyön toimintaohjeet eivät vaadi suomalaisia kansalaisjärjestöjä lopettamaan peruspalvelujen tarjoamista eivätkä ne käsitteellistä palveluntarjoamisen ja vaikuttamisen välistä suhdetta. Näin jotkut ohjelmat ovat korostaneet palvelujen tuottamista kun taas toiset ovat keskittyneet kapasiteetin rakentamiseen kansalaisjärjestöjen palveluiden tuottamiseksi. Vain harvat ohjelmat ovat keskittyneet vaikuttamiskapasiteetin kehittämiseen, joka on edellytys osallistumiselle elinvoimaisen ja moniarvoisen kansalaisyhteiskunnan luomiseksi.

Evaluaation johtopäätös on, että UM:n ohjeistus ei anna selviä ohjeita siitä, miten Suomen tuen tavoitteet kansalaisyhteiskunnalle voidaan saavuttaa.

**Suositus 9:** UM:n pitäisi varmistaa, että päivitetty strategia Suomen tuesta kansalaisyhteiskunnalle antaa selvän ja yksiselitteisen ohjeen siitä, kuinka palveluiden tarjoaminen ja kansalaisjärjestöjen kapasiteetin parantaminen vaikuttavat päämäärän saavuttamiseen tuettaessa kansalaisyhteiskuntaa. Tämän pitäisi käsitteellistää kuinka palvelujen tarjoaminen voidaan kohdistaa tavoitteen saavuttamiseksi.

### **Havainnot, johtopäätelmät ja suositukset osasta 2**

Erillinen tutkimus tulosjohtamisesta 22:ssa kansalaisjärjestössä osoitti, että kaikki järjestöt ovat perustamassa tulosjohtamisjärjestelmää, joka tukee tulosten saavuttamista. Tämä on tapahtunut sen jälkeen kun UM:n kansalaisjärjestöyksikkö ryhtyi korostamaan tulosjohtamisen tärkeyttä. Tulosjohtamisen soveltaminen on yhdenmukaista kumppanuusohjelman kanssa, sillä kansalaisjärjestöt saavat valita omat järjestelmänsä, joista jotkut perustuvat alhaalta tulevaan tietoon. Niissä on potentiaalia tuloksia seuraavan kulttuurin luomiseen kansalaisjärjestöjen ja kumppaneiden keskuudessa. Tietojen keruu kansalaisjärjestöjen eri seuranta- ja evaluointijärjestelmistä on haastavaa. Evaluoinnit voivat kuitenkin täydentää kansalaisjärjestöjen raportointia. Yhteinen ohjelma hankkeiden ja ohjelmien evaluoimiseksi samoin kuin temaattiset evaluoinnit kansalaisjärjestöjen ja myös UM:n toimeksiantona varmistaisivat systemaattisemman tiedonsaannin.

Evaluaation johtopäätös on, että UM on myötävaikuttanut kansalaisjärjestöjen tulosjohtamisen perustamiseen, mutta tulosten yhdistäminen instrumenttita-solla on haasteellista. Systemaattinen evaluointi voisi kuitenkin tarjota sidosryhmille luotettavaa tietoa, joka mahdollistaa toteuttamisesta saatujen opetusten perillemenon.

**Suositus 10:** UM:n ja kansalaisjärjestöjen tulisi valmistella yhteinen ohjelma kansalaisjärjestöjen kehitysyhteistyön evaluoimiseksi. Ohjelman tulisi sisältää yhteisiä temaattisia evaluaatioita samoin kuin erityisten hankkeiden ja ohjelmien evaluointeja UM:n ja kansalaisjärjestöjen toimeksiantona. Ohjelman pitäisi sisältää vuosittain yksi tai kaksi kokousta, joissa evaluoinneista voidaan keskustella ja opetukset voitaisiin identifioida. Ohjelman pitäisi olla jatkuva ja se pitäisi päivittää vuosittain.

Vuosikeskustelu, joka on ykkösmekanismi UM:n ja kansalaisjärjestöjen välisessä dialogissa, tulee järjestää 3-4 kuukauden kuluttua siitä, kun kansalaisjärjestö on valmistellut vuosisuunnitelmansa. Evaluaation johtopäätös on, että näiden keskustelujen ajoitus pitäisi yhdistää kansalaisjärjestöjen suunnittelujaksoihin.

**Suositus 11:** Vuosikeskustelut pitäisi järjestää silloin kun kansalaisjärjestöjen luonnokset vuosiraporteista ovat saatavilla (toukokuu-syyskuu), jotta voidaan varmistaa, että keskustellut asiat otetaan huomioon seuraavan vuoden työsuunnitelmissa. Lopullisen vuosiraportin muodollinen hyväksyminen voidaan järjestää erillisenä, esimerkiksi kirjallisena.

# SAMMANFATTNING

Denna rapport är en sammanfattning av de utvärderingar som gjorts av utvecklingsarbetet med sex finska civilsamhällesorganisationer (CSO) som mottar flerårigt programbaserat stöd:

- Crisis Management Initiative (CMI)
- Fairtrade Finland (FT)
- Finska missionsällskapet (Felm)
- Finlands flyktinghjälp (FRC)
- Dagsverke
- Världsnaturfonden WWF Finland

**Syftet med utvärderingen** är att ge evidensbaserad information och vägledning om hur man 1) förbättrar resultatstyrning av programbaserat stöd till det civila samhället, och 2) att få till stånd resultat från det finska stödet till det civila samhället.

Utvärderingen består av:

**Komponent 1** innefattar programutvärderingen av sex utvalda CSO. Den huvudsakliga utvärderingsfrågan för denna komponent är:

- Vilka resultat har CSO-programmen uppnått (prestationer, resultat och effekter på lång sikt) och vad är deras värde och förtjänst från ett politiskt-, program- och mottagarperspektiv?

**Komponent 2** är en bedömning av resultatstyrningskedjan (RBM) i alla de 22 finska CSO som får programbaserat support samt UM:s förvaltning av det övergripande programmet: med fokus på två utvärderingsfrågor:

- Stöder de nuvarande operativa styrningsmekanismerna i CSO (programmering, uppföljning, hantering, utvärdering, rapportering) uppnåendet av resultat?
- Har UM:s policy, vägledning och instruktioner för finansieringsmodaliteter lagt grunden för resultatstyrningen?

Utvärderingen innehöll metaanalyser av externa utvärderingar av de sex CSO-programmen och genomförde fältstudier av ett representativt urval av sina projekt. För att maximera utvärderingens validitet och tillförlitlighet genomförde teamet informationsriktade eller målriktade stickprov för att välja länder och projekt för fältstudierna.

Det övergripande utvecklingsarbetsmålet för Finlands stöd till det civila samhället anges i utvecklingspolicyriktlinjerna för det civila samhället som:

“Ett livskraftigt, pluralistiskt civilt samhälle som bygger på rättsliga grunder, och vars verksamhet stödjer och främjar att utvecklingsmålen uppnås och människors välmående ökar.”

Civilsamhällesriktlinjerna betonar att Finlands mål för civila samhället kan uppnås på två sätt: kapacitetsutveckling av CSO i de berörda länderna och skapandet av en miljö som främjar det civila samhället. Det senare definieras som ett gemensamt mål för UM och civilsamhällets aktörer. Det civila samhället anses ha två grundläggande funktioner: opinionsbildning som fokuserar på de politiska beslutsfattarna, styrning och opinionsbildning, vilket gör medborgarnas röster hörda och stärker deras deltagande; och tillhandahållande av tjänster där staten saknar tillräcklig kapacitet.

Programbaserat stöd är den mekanism genom vilken Finland finansierar programmen i de sex finska CSO som är föremål för denna utvärdering. De 22 deltagande CSO tar emot 70% av utvecklingsstödet som kanaliseras via enskilda organisationer.

### **Övergripande slutsats**

Den övergripande slutsatsen av utvärderingen av de sex CSO programmen är att de har uppnått värdefulla resultat. Dock har de senaste nedskärningarna i UMs budget tvingat CSO att minska eller överge projekt, vilket minskar programmets positiva resultat.

**Rekommendation 1:** UM och den finska regeringen bör öka budgeten för programbaserat stöd till finska CSO.

### **Resultat, slutsatser och rekommendationer från de sex utvärderingarna**

#### **Relevans**

Programmen i de sex CSO är i linje med sina övergripande strategier: det vill säga att fokusera på områden där de har etablerat komparativa fördelar. Programmen, som i allmänhet överensstämmer med den nationella politiken, svarar på intressenters och mottagares behov och prioriteringar och främjar ett antal av deras särskilda rättigheter. Det finns dock skillnader mellan programmen och regeringens politik, vilka i vissa fall har blivit frågor för påverkansarbetet.

Programmen ligger väl i linje med Finlands utvecklingspolitiska prioriteter. Målen för Finlands politik för stöd till det civila samhället återspeglas dock inte i alla CSO programs mål. Kapacitetsutveckling av partnerorganisationer eller andra CSO i partnerländerna framträder som ett mål endast i vissa program. Skapandet av en gynnsam miljö för det civila samhället reflekteras inte som ett mål i något av programmen. Således är slutsatsen att CSO programmen är relevanta även om vissa kunde anpassas bättre till Finlands politik för att stödja det civila samhället.

**Rekommendation 2:** Civilsamhällsorganisationerna bör se till att målen för Finlands stöd till det civila samhället återspeglas i deras program mål.

#### **Effektivitet**

Genomförarna av programmen är kostnadsmedvetna och det verkar som om kostnader relaterade till prestationerna är låga eller inom acceptabla gränser. Det har visat sig att de genomförande organisationerna har tillämpat kost-

nadseffektiva alternativ. Därför dras slutsatsen att genomförandet av CSO program i partnerländerna är kostnadseffektivt.

Enheten för det civila samhället vid UM är involverad på strategisk nivå och lämnar förvaltningen av programmen till finska CSOs och deras lokala partners. Tillit är en nyckelkomponent i partnerskaps modaliteten och tack vare detta kan beslut fattas snabbt och flexibelt. Slutsatsen är att styrningen och ledningen på instrumentnivå är effektiv.

Vissa CSO tycker att återkopplingen från enheten för det civila samhället är otillräcklig. De skulle föredra bättre feedback angående viktiga frågor som rapporterats till UM. Slutsatsen är att det finns ett behov av att stärka dialogen mellan UM och civilsamhällsorganisationerna.

CSO programmen är geografiskt spridda. Utvärderingen ansåg att UM skulle uppnå större effektivitet genom att gruppera åtgärder och koncentrera nationella resurser i vissa regioner eller på särskilda teman. Detta skulle dock strida mot den rikedom av erfarenhet och relationer som CSO har utvecklat under åren. Utvärderingen drar därför slutsatsen att den ståndpunkt UM antagit, som är att stödja och stärka den civila samhällets organisationer är effektiv.

Finska CSO ger stöd till de genomförande CSO i partnerländerna. Den operativa styrningen utförs av kompetenta och engagerade projektledare i partnerländerna till vilka tillräcklig effekt för beslutsfattandet har delegerats. Slutsatsen är att ledningen på program- och projektnivå är effektiv.

**Rekommendation 3:** UMs kompetenta sektorrådgivare bör delta i konkreta diskussioner med CSO. Vid nästa årliga konsultation bör varje CSO dessutom definiera vilken typ av feedback de behöver från UM. Riktlinjer för dialog och respons bör framställas på basen av detta och UM:s förmåga till gensvar.

Fältstudierna fann att kvaliteten på CSO:s uppföljnings- och utvärderingssystem varierar i stor utsträckning. Även om vissa hade bra system, så var programmets uppföljning i många fall huvudsakligen inriktad på aktiviteter och prestationer: med lite uppföljning eller rapportering av resultat och effekter. De utvärderingar som genomförts av det civila samhällets organisationer var av varierande kvalitet. Några har gett feedback gällande resultat, som har varit användbara för lärande. Men de flesta bedömde inte resultat på en högre nivå systematiskt. Studien för Komponent 2 fann att uppföljnings- och utvärderingssystemen uppgraderas och att alla CSO upprättade resultatstyrningssystem. Slutsatsen är att även om organisationernas uppföljnings- och utvärderingssystemen i allmänhet var ineffektiva så håller de nu på att uppgraderas.

**Rekommendation 4:** CSO bör fortsätta sitt arbete med att stärka sina uppföljnings- och utvärderingssystem och bör sträva till att styra för resultat. Som en del av detta, bör organisationerna utveckla en standard uppdragsbeskrivning för utvärdering enligt OECD / DAC:s kriterier.

I de flesta fall har principerna om mänskliga rättigheter varit väl integrerade i planeringen och genomförandet av programmen. I de flesta fall har marginaliserade rättighetsinnehavare fått en röst när projekt planeras med fokus på att hjälpa dem att upprätthålla sina rättigheter.

Det finns en stor variation i hur risker behandlas. Vissa program har sofistikerade system, men ofta bygger riskhanteringen i CSO på de kontakter och nätverk som finns på plats samt på förbindelserna med välkända partners med djup lokal kunskap. Slutsatsen är att detta är tillräckligt för de miljöer där CSO är verksamma. Stark medvetenhet om risker och flexibel styrning kompenserar ofta avsaknaden av formell riskhantering.

### **Resurseffektivitet**

En stor del av de varierande resultaten från programmen kan kategoriseras som egenmakt för mottagare eller rättighetsinnehavare. De aktörer som intervjuats uttryckte det positiva värdet av resultaten.

I en del fall har föga kapacitetsutveckling uppnåtts. Projektfinansiering från finska CSO lämnar små möjligheter för partners att investera i organisationsutveckling. Låg finansiering och kort kontraktstid för genomförare leder till begränsad organisatorisk kapacitetsuppbyggnad. De bästa resultaten har uppnåtts i de fall där det fanns ett långsiktigt engagemang med en lokal CSO; som behandlas som en partner med möjlighet att sätta sina egna prioriteringar. Ingen av de finska CSOs har tilldelat grundfinansiering till sina CSO partners: även om basfinansiering är erkänt som ett effektivt medel för att stödja utvecklingen av det civila samhället. Slutsatsen är att kapacitetsuppbyggnad av CSO partner skulle kunna förbättras.

**Rekommendation 5:** De finska civilsamhällsorganisationerna bör förse sina CSO-partners med mera bas- eller korgfinansiering för att göra det möjligt för dem att utveckla ökad självständighet i relation till sina egna prioriteter.

De genomgående målen i den finska utvecklingspolitiken är jämställdhet mellan könen, minskad ojämlikhet och klimathållbarhet. Dessa genomgående mål har i allmänhet behandlats men har uppnåtts i varierande grad.

Jämställdhet mellan könen tas ofta itu med mekaniskt i projektens aktiviteter genom att sträva till balans mellan mängden män och kvinnor som deltar. Det förekommer dock vissa fall där genomförandet baserade sig på en jämställdhetsanalys, vilket verkar ha lett till bättre resultat. FT och WWF Finland har fokuserat särskilt på klimatfrågor. Klimatfrågor har i allmänhet annars varit lågt på finska CSO:s dagordning även om de i vissa fall arbetat med att öka medvetenhet om klimatförändring. Slutsatsen är därmed att deras bidrag till de genomgående målen är tillräckligt.

CSO i partnerländer uppfattade i allmänhet stödet från de finska civilsamhällsorganisationerna som mer än endast ekonomiskt understöd. De poängtegar att deras finska partners försett dem med olika sorter av tekniskt support, introducerat nya koncept och underlättat tillgång till lokala och nationella nätverk. Slutsatsen är att kanalisering av medel till sydliga CSO via finska CSO tillför mervärde.

### **Effekter på lång sikt**

På basen av ett antal indikationer och bevis dras slutsatsen att programmen visar tecken på positiva effekter på lång sikt, trots att dessa effekter inte upp-

följts, mätts eller rapporterats systematiskt. Utvärderingen drar slutsatsen att CSO programmen sannolikt kommer att ha positiva effekter på lång sikt.

**Rekommendation 6:** Civilsamhällsorganisationerna borde utveckla modaliteter inom sina uppföljnings- och utvärderingssystem för att förbättra identifierandet och rapportering av programmens effekter på lång sikt.

### Hållbarhet

Civilsamhällsorganisationerna i partnerländerna är i förarsätet och har en stark känsla av egenansvar i projekten. De har försäkrat att resultaten är i linje med de lokala sociala och kulturella sammanhangen. Trots att vissa av dem är ekonomiskt hållbara, så är långsiktig finansiering i många fall ännu en utmaning. Mottagarna har även en stark känsla av egenansvar för resultaten och de kommer i många fall att uppehålla dessa framgångar. Vissa program fokuserar mera på klimatförändring, medan andra ägnar frågan minde uppmärksamhet. Utvärderingen drar därför slutsatsen att hållbarheten av programmens resultat i allmänhet är rimlig.

### Komplementaritet, samordning och samstämmighet

De finska civilsamhällsorganisationerna och deras partners har i allmänhet varit framgångsrika med att koordinera, bilda nätverk och dela information med andra utvecklingspartners - även om det ännu finns plats för förbättring. Utvärderingen drar därför slutsatsen att nivån av samordning i allmänhet är bra.

Det förekommer generellt sett begränsad eller ingen komplementaritet mellan CSO programmen och andra finska åtgärder. Detta beror delvis på att det inte finns någon mekanism för effektiv kommunikation i de partnerländer där de finska utvecklingsåtgärderna koncentreras.

**Rekommendation 7:** Utrikesministeriet och de finska ambassaderna bör inrätta mekanismer för att förbättra komplementaritet, samordning och samstämmighet med de finska CSO i de länder där finska utvecklingsåtgärder koncentreras.

Utvärderingen har inte hittat några fall där CSO lyckats bidra till skapandet av en gynnsam miljö för det civila samhället. Detta beror huvudsakligen på att de saknar hävstångseffekt och delvis även på att organisationerna är små. I några fall har andra biståndsinstrument med större hävstångseffekt bidragit till detta mål men i ett fall missades möjligheten att kräva mera utrymme för det civila samhället. Utvärderingen drar därför slutsatsen att de större aktörerna med betydande budgeter och mera hävstångseffekt i allmänhet missat möjligheter att bidra till skapandet av en gynnsam miljö för det civila samhället.

**Rekommendation 8:** Utrikesministeriet bör försäkra att större finska aktörer, så som bilateralt stöd till sektorprogram, bidrar till att skapa en gynnsam miljö för det civila samhället genom att inrätta mekanismer och utrymnen för dialog bland intressenter (kommittéer för samråd om större investeringar och/eller för att följa upp hur offentlig budget spenderas), dit civilsamhällsorganisationer bjuds med och där de erkänns som legitima aktörer.

## Strategi för Finlands stöd till det civila samhället

CSO programmen har i många fall förstärkt eller byggt kapacitet för tillhandahållandet av tjänster. Men i avsaknad av interaktion med andra aktörer eller stöd till marginaliserade gruppers intressen bidrar detta inte nödvändigtvis till att skapa ett livskraftigt och pluralistiskt civilsamhälle.

UM:s riktlinjer för det civila samhället i utvecklingspolitiken kräver inte att finska CSO ska överge tillhandahållandet av grundläggande tjänster och konceptualiserar inte förhållandet mellan tillhandahållandet av tjänster och opinionsbildning. Därför har vissa program fokuserat på tillhandahållandet av tjänster medan andra har fokuserat på att bygga upp kapaciteten hos CSO för tillhandahållande av tjänster. Emellertid har endast ett fåtal program fokuserat på att bygga en kapacitet för påverkansarbete, vilket är en förutsättning för att effektivt bidra till ett livskraftigt och pluralistiskt civilsamhälle.

Slutsatsen är att UM:s strategi inte ger tydliga anvisningar för hur Finlands stöd till det civila samhället kan uppnå det övergripande målet.

**Rekommendation 9:** UM bör se till att en uppdaterad strategi för Finlands stöd till det civila samhället ger klara och entydiga riktlinjer för hur tillhandahållande av tjänster och kapacitetsuppbyggnad av CSO ska bidra till det övergripande målet för stöd till det civila samhället. Detta bör omfatta konceptualisering av hur tillhandahållandet av tjänster kan riktas för att uppnå det övergripande målet.

## Resultat, slutsatser och rekommendationer från Komponent 2

Den särskilda studien av resultatstyrning i de 22 CSO fann att alla organisationerna utvecklar som bäst resultatstyrningssystem som stöder uppnåendet av resultat, efter att enheten för det civila samhället i UM poängterat dess betydelse. Genomförandet av resultatstyrning står i linje med partnerskapsmodaliteten i och med att CSO själva får välja sina system. Vissa av systemen fungerar nedifrån och upp ("bottom-up") och har potential att införa en resultatinriktad kultur i de finska CSO och deras partners. Sammanställandet av uppgifter från organisationernas olika uppföljnings- och utvärderingssystem kommer dock att vara en utmaning. Utvärderingsstudier kan dock komplettera CSO:s rapportering. Ett gemensamt utvärderingsprogram, bestående av projekt- och programutvärderingar och av tematiska utvärderingar på uppdrag av både CSO och UM skulle försäkra att mer systematisk information kunde erhållas från utvärderingarna.

Slutsatsen är att utrikesministeriet har bidragit till det grundläggande arbetet för civilsamhällsorganisationernas resultatstyrning men att sammanställandet av resultat på den övergripande instrumentnivån kommer att bli en utmaning. Systematiska utvärderingar skulle dock kunna förse intressenter med trovärdig information som skulle göra det möjligt för dem att dra lärdomar för genomförandet.

**Rekommendation 10:** UM och civilsamhällsorganisationerna bör utarbeta en plan för att utvärdera CSO utvecklingssamarbetet. Planen bör innefatta gemensamma tematiska utvärderingar och även utvärderingar av enskilda projekt och program på uppdrag av UM och CSO. Planen bör

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även inkludera en eller två möten per år där utvärderingarna kan diskuteras och där lärdomar kan identifieras. Planen bör vara löpande och uppdateras årligen.

De årliga konsultationerna, som är den huvudsakliga mekanismen för dialog mellan UM och CSO, genomförs 3-4 månader efter att CSO förberett sina årsplaner. Utvärderingen drar slutsatsen att dessa konsultationer bör harmoniseras med organisationernas planeringscykel.

**Rekommendation 11:** De årliga konsultationerna bör ordnas då utkastet av CSO:s årsrapporter är tillgängliga (i maj-september) för att försäkra att de frågor som diskuteras kan tas upp av organisationerna då de förbereder sina årsplaner för det följande året. Det formella godkännandet bör ordnas skilt, t.ex. genom skriftlig kommunikation.

# SUMMARY

This report is the synthesis of evaluations of the development cooperation programmes of the six Finnish Civil Society Organizations (CSOs) receiving multi-annual programme-based support:

- Crisis Management Initiative (CMI)
- Fairtrade Finland (FT)
- Finnish Evangelical Lutheran Mission (Felm)
- Finnish Refugee Council (FRC)
- Taksvärkki
- World Wide Fund for Nature Finland (WWF Finland)

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 consists of:

**Component 1** is the programme evaluation of six selected CSOs. The main evaluation question for this component is:

- 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** is an assessment of the results-based management (RBM) chain in all the 22 Finnish civil society organizations receiving programme-based support as well as MFA's management of the overall programme: addressing two main evaluation questions:

- 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 the ground for results-based management?

The evaluation undertook meta-analyses of external evaluations from the six CSO programmes and conducted field studies of a representative sample of their projects. In order to maximize validity and reliability of the evaluation the team conducted information-oriented or purposive sampling to select the countries and the projects for the field studies.

The overall development cooperation objective of Finland's support to civil society is stated in the Guidelines for Civil Society in Development Policy 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.'

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

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 22 participating CSOs receive over 70% of the Finnish development support channelled through CSOs.

## Overall conclusion

The overall conclusion of the evaluation of the six CSO programmes is that they have achieved valuable results. However, recent MFA budget cuts have forced the CSOs to reduce or abandon projects, thus reducing the positive results of their programmes.

**Recommendation 1:** MFA and the Finnish Government should increase the budget for programme-based support to Finnish CSOs.

## Findings, conclusions and recommendation from the six evaluations

### Relevance

The programmes of the six CSOs are in line with their overall strategies: focussing on areas where they have established comparative advantages. The programmes, which are generally coherent with declared national policies, respond to the needs and priorities of stakeholders and beneficiaries; addressing a number of their specific rights. However, there are sometimes divergences between the programmes and government policies, which have become issues for advocacy in some cases.

The programmes are well aligned with Finnish Development policy priorities. However, the objectives for Finland's policy for support to civil society are not reflected in the objectives for all the CSO programmes. Capacity development of partner organizations or of other CSOs in partner countries only appears as an objective in some programmes. The creation of an enabling environment for civil society does not appear as an objective in any of the programmes. Thus, the CSO programmes are relevant; however, some could be better aligned to Finland's policy to support to civil society.

**Recommendation 2:** The CSOs should ensure that the objectives of Finland's support to civil society are reflected in their programme objectives.

### Efficiency

The implementers of the programmes are cost conscious and it seems that costs related to outputs are low or within acceptable limits. It has been found that the implementing organisations have applied cost efficient alternatives. It is therefore concluded that the implementation of CSO programmes in partner countries is cost efficient.

The Civil Society Unit of MFA is involved at the strategic level and leaves the management of the programmes to the Finnish CSOs and their local partners. Trust is a key component of the partnership modality and due to this, decisions can be taken flexibly and rapidly. It is concluded that governance and management at instrument level is efficient.

Some CSOs find that the feedback from the Civil Society Unit is insufficient. They would prefer better feedback on substantial issues reported to the MFA. It is concluded that there is a need to strengthen the dialogue between the MFA and the CSOs.

The programmes of the CSOs are widely spread geographically. The evaluation considered whether the MFA would achieve greater efficiency by grouping the interventions and concentrating national resources in specific regions or on specific themes. However, this would run counter to the wealth of experience and relations which the CSOs have developed over the years. It is therefore concluded that the position taken by the MFA, which is to support and empower the CSOs is efficient.

Finnish CSOs provide support to the implementing CSOs in the partner countries. Operational management is undertaken by skilled and dedicated project managers in the partner countries to whom adequate power for decision making has been delegated. It is concluded that management at programme and project levels is efficient.

**Recommendation 3:** MFA's relevant sectoral advisers should participate in substantive discussions with the CSOs. At the next annual consultation each CSO should, furthermore, define the kind of feedback they need from MFA. Based on this and the MFA's capacity for response, guidelines for dialogue and response should be prepared.

The field studies found that the quality of the M&E systems of the CSOs varied widely. Although some had good systems, programme monitoring was in many cases mainly focused on activities and outputs: with little monitoring or reporting of outcomes and impacts. The evaluation studies undertaken by the CSOs were of uneven quality. A few have provided feedback on results, which has been useful for learning. However, most did not assess higher order results systematically. The Component 2 study found that the M&E systems were being upgraded and that all CSOs were establishing RBM systems. It is concluded that although the M&E systems of the CSOs were generally inefficient they are now being upgraded.

**Recommendation 4:** The CSOs should continue their work on strengthening M&E systems and should aim at managing for results. As part of this, the CSOs should develop a standard Terms of Reference for evaluations following the OECD/DAC criteria.

In most cases, human rights principles have been well integrated into the planning and implementation of the programmes. Typically, easily marginalised rights-holders have been given a voice when projects are planned with a focus on empowering them to claim their rights.

There is a wide variation in the way risks are treated. Some programmes have sophisticated systems, but often risk management in the CSOs is based on their contacts on the ground as well as on relations with well-known partners with deep local knowledge. It is concluded that this is sufficient for the environments in which the CSOs operate. Strong awareness of risks and flexible management often compensate for the absence of formal risk management.

### **Effectiveness**

A large part of the diverse outcomes from the programmes can be categorised as empowerment of beneficiaries or rights holders. The stakeholders interviewed all expressed positive assessments of the value of outcomes.

In some cases, little capacity development has been achieved. The project funding from Finnish CSOs leaves little opportunity for their partners to invest in organisational development. Small value and short-term contracts for implementers lead to limited organisational capacity building. The best results have been achieved in the cases where there was a long-term engagement with a local CSO; treated as a partner with the ability to set its own priorities. None of the Finnish CSOs have provided core funding for their CSO partners: though core funding is recognised as an effective means for supporting civil society development. It is concluded that capacity building of CSO partners could be improved.

**Recommendation 5:** The Finnish CSOs should provide more core or basket funding to their CSO partners to enable them to develop increased independence in relation to their own priorities.

The cross-cutting objectives of the Finnish development policy are gender equality, reduction of inequality and climate sustainability. These cross-cutting objectives have mostly been addressed: but have been achieved to varying degrees.

Gender equality is often addressed mechanically by balancing the number of women and men participating in project activities. There are, however, some cases where implementation was based on a gender analysis, which seems to have led to better results. FT and WWF Finland have specifically addressed climate issues. Climate issues have been lower on the agenda of the Finnish CSOs although in some cases they have increased awareness of climate change. It is therefore concluded that the contribution to cross-cutting objectives is sufficient.

The CSOs in partner countries generally regard support from the Finnish CSOs as more than merely financial. They point out that their Finnish partners have provided various kinds of technical assistance, introduced new concepts and have facilitated access to local and international networks. It is concluded that there is a value added from channelling funds to Southern CSOs through Finnish CSOs.

### **Impact**

Based on a number of indications and some evidence it is concluded that the programmes have shown signs of a positive impact although this impact has not been systematically monitored, measured or reported. It is concluded that the CSO programmes are likely to have a positive impact in the long-term.

**Recommendation 6:** The CSOs should develop modalities within their M&E systems to improve the identification and reporting of the impact of their programmes.

### **Sustainability**

CSOs in the partner countries are in the driver's seat and have a strong sense of ownership of the projects. They have ensured that results are in accordance with the local social and cultural context. However, although some of them are financially sustainable, in many cases long-term funding is still a weak point. Also beneficiaries have strong ownership of the results and they will in many cases sustain these achievements. Climate change is addressed by some programmes and less so by others. It is therefore concluded that overall sustainability of the result of the programme is reasonable.

### **Complementarity, Coordination and Coherence**

The Finnish CSOs and their partners are generally successful in coordinating, networking and sharing information with other development partners: although there is still room for improvement. It is therefore concluded that the coordination is generally good.

There is generally little or no complementarity among the CSO programmes and other Finnish interventions. Partly this is because there is no mechanism for effective communication in the partner countries where Finnish development interventions are concentrated.

**Recommendation 7:** MFA and the Finnish embassies in countries where Finnish development interventions are concentrated should set up mechanisms to improve complementarity, coordination and coherence with the Finnish CSOs.

The evaluation has not found any case where CSOs have been able to contribute to the creation of an enabling environment for civil society: mainly because they lack leverage, in part because of their small size. In a few cases other aid instruments with more leverage have contributed to this objective.

**Recommendation 8:** MFA should ensure that major Finnish actors, like bilateral sector programme support, contribute to creating an enabling environment for civil society; by establishing mechanisms and space for dialogue among stakeholders where CSOs are invited and recognised as legitimate actors.

### **Strategy for Finland's support to civil society**

The CSO programmes have in many cases strengthened or built capacity for service delivery. However, this does not necessarily contribute much to the creation of a vibrant and pluralistic civil society in the absence of interaction with other stakeholders and support for the interests of marginalised groups.

The MFA Guidelines for Civil Society in Development Policy do not require Finnish CSOs to abandon the provision of basic services and do not conceptualise the relation between service delivery and advocacy. Thus, some programmes have focussed on service provision while some have concentrated on building the capacity of CSOs for service provision. However, only few programmes have

focused on building a capacity for advocacy, which is a precondition for making an effective contribution to a vibrant and pluralistic civil society.

It is concluded that the MFA Guidelines do not provide clear guidance as to how the overall objective of Finland's support to civil society can be achieved.

**Recommendation 9:** MFA should ensure that an updated strategy for Finland's support to civil society provides clear and unambiguous guidance on how service delivery and capacity building of CSOs are to contribute to the overall goal for support to civil society. This should include conceptualising how service provision can be targeted to achieve this overall goal.

## Findings, conclusions and recommendations from Component 2

The specific study of RBM in the 22 CSOs found that they are all in the process of establishing RBM systems that support the achievement of results after the Civil Society Unit of MFA emphasised the importance of RBM. The implementation of RBM is in line with the modality of the partnership programme in that CSOs are allowed to select their own systems, some of which are bottom up and with a potential to establish a culture oriented at results within the Finnish CSOs and their partners. Aggregation of data from the different M&E systems of the CSOs will be challenging. However, evaluation studies can supplement reporting from the CSOs. A joint programme for evaluation comprising evaluations of projects and programmes, as well as thematic evaluations commissioned by the CSOs as well as by the MFA would ensure more systematic information from evaluations.

It is concluded that MFA has contributed to the groundwork for results-based management of the CSOs but that the aggregation of results at the overall instrument level will be a challenge. However, systematic evaluations could provide stakeholders with credible information that will enable them to learn the lessons of implementation.

**Recommendation 10:** MFA and the CSOs should prepare a joint programme for the evaluation of the CSO development cooperation. The programme should include joint thematic evaluations as well as evaluations of specific projects and programmes commissioned by MFA and the CSOs. The programme should include one or two meetings per year where the evaluations can be discussed and the lessons learned identified. The programme should be rolling and updated annually.

The annual consultations which are a primary mechanism for dialogue between MFA and the CSOs are conducted 3-4 months after the CSOs have prepared their annual plans. It is concluded that the timing of these consultations should be linked to the planning cycles of the CSOs.

**Recommendation 11:** The annual consultations should be conducted when the draft annual reports of the CSOs are available (May-September) to ensure that the issues discussed can be taken into account by the CSOs when preparing their work plans for the following year. The formal approval of the final annual report should be arranged separately, for example, by written communication.

# KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
<b>Overall</b>		
<p>The CSO programmes have achieved valuable results as assessed from beneficiary, programme level and policy level.</p> <p>The recent MFA budget cuts have forced the CSOs to reduce or abandon projects.</p>	<p>The recent MFA budget cuts have reduced the positive results of the CSO programmes.</p>	<p><b>Recommendation 1:</b> MFA and the Finnish Government should increase the budget for programme-based support to Finnish CSOs</p>
<b>Relevance</b>		
<p>The programmes of the six CSOs are in line with the strategies and comparative advantages of the organizations.</p> <p>The programmes respond to the needs and priorities of stakeholders and beneficiaries, and address a number of their specific rights.</p> <p>The programmes of the CSOs are generally coherent with national policies.</p> <p>The programmes are aligned with Finnish Development policy priorities. However, the objectives for Finland’s policy for support to civil society, is not reflected in the objectives for all the CSO programmes.</p>	<p>The CSO programmes are relevant though some programmes could be better aligned to Finland’s policy to support to civil society.</p>	<p><b>Recommendation 2:</b> The CSOs should ensure that the objectives for of Finland’s support to civil society are reflected in their programme objectives.</p>
<b>Efficiency</b>		
<p>Some CSOs find that the feedback from the Civil Society Unit is insufficient. They would prefer better feedback on substantial issues reported to the MFA.</p>	<p>There is a need to strengthen the dialogue between the MFA and the CSOs.</p>	<p><b>Recommendation 3:</b> MFA’s relevant sectoral advisers should participate in substantive discussions with the CSOs. At the next annual consultation each CSO should, furthermore, define the kind of feedback they need from MFA. Based on this and the MFA’s capacity for response, guidelines for dialogue and response should be prepared.</p>

Findings	Conclusions	Recommendations
<p>The field studies found that the quality of the M&amp;E systems of the CSOs varied widely. Although some had good systems, programme monitoring was in many cases mainly focused on activities and outputs: with little monitoring or reporting of outcomes and impacts. The evaluation studies undertaken by the CSOs were of uneven quality. Most did not assess higher order results systematically.</p> <p>The study conducted in Finland (Component 2) found that all CSOs are currently establishing RBM systems.</p>	<p>Although the M&amp;E systems of the CSOs were generally inefficient they are now being upgraded.</p>	<p><b>Recommendation 4:</b> The CSOs should continue their work on strengthening M&amp;E systems and should aim at managing for results. As part of this, the CSOs should develop a standard Terms of Reference for evaluations following the OECD/DAC criteria.</p>
<b>Effectiveness</b>		
<p>The Finnish CSOs generally provide project funding although this leaves little flexibility for their partners to invest in organisational development.</p> <p>Low value short-term contracts for implementers lead to limited organisational capacity building. The best results have been achieved where there is a long-term engagement with a local CSO treated as a partner with the ability to set its own priorities.</p>	<p>The capacity building of CSO partners could be improved.</p>	<p><b>Recommendation 5:</b> The Finnish CSOs should provide more core or basket funding to their CSO partners to enable them to develop increased independence in relation to their own priorities.</p>
<b>Impact</b>		
<p>Based on a number of indications and some evidence it is found that the programmes have had a positive impact. However, this impact has not been systematically monitored, measured or reported.</p>	<p>The CSO programmes are likely to have a positive impact in the long-term.</p>	<p><b>Recommendation 6:</b> The CSOs should develop modalities within their M&amp;E systems to improve the identification and reporting of the impact of their programmes.</p>
<b>Complementarity, Coordination and Coherence</b>		
<p>There is generally little or no complementarity among the CSO programmes and other Finnish interventions. This is partly because there is no mechanism for coordination in the partner countries where Finnish development interventions concentrate.</p>	<p>Complementarity, coordination and coherence in countries where Finnish development interventions concentrate is inadequate.</p>	<p><b>Recommendation 7:</b> MFA and the Finnish embassies in countries where Finnish development interventions are concentrated should set up mechanisms for to improve complementarity, coordination and coherence with the Finnish CSOs.</p>

Findings	Conclusions	Recommendations
<p>The CSOs have not been able to contribute to the creation of an enabling environment for civil society, mainly because they lack leverage, in part because of their small size.</p> <p>Other major Finnish actors with substantial budgets and more leverage have generally missed opportunities to contribute to the establishment of an enabling environment for civil society.</p>	<p>Improved coherence of Finnish interventions would make Finland's support to civil society more effective.</p>	<p><b>Recommendation 8:</b> MFA should ensure that major Finnish actors, like bilateral sector programme support, contribute to creating an enabling environment for civil society; by establishing mechanisms and space for dialogue among stakeholders (committees for consultation on major investments, committees for monitoring how public budgets are spent) where CSOs are invited and recognised as legitimate actors.</p>
<b>Strategy for Finland's support to civil society</b>		
<p>The CSO programmes have in many cases strengthened or built capacity for service delivery. However, this does not necessarily contribute much to the creation of a vibrant and pluralistic civil society in the absence of interaction with other stakeholders and support for the interests of marginalised groups.</p> <p>The MFA Guidelines for Civil Society in Development Policy do not require Finnish CSOs to abandon the provision of basic services and do not conceptualise the relation between service delivery and advocacy.</p>	<p>The MFA Guidelines do not provide clear guidance as to how the overall objective of Finland's support to civil society can be achieved.</p>	<p><b>Recommendation 9:</b> MFA should ensure that an updated strategy for Finland's support to civil society provides clear and unambiguous guidance on how service delivery and capacity building of CSOs are to contribute to the overall goal for support to civil society. This should include conceptualising how service provision can be targeted to achieve this overall goal.</p>
<b>Results-based management</b>		
<p>After the Civil Society Unit of MFA emphasised the importance of RBM all 22 CSOs receiving programme-based support are in the process of establishing RBM systems that support the achievement of results.</p> <p>Aggregation of data from the different M&amp;E systems of the CSOs will be challenging. MFA receives reports based on case studies with few quantitative indicators that will not be aggregable for all the CSOs.</p> <p>Evaluations generally provide more useful and more credible information on results than the current monitoring and reporting systems.</p>	<p>MFA has contributed to laying the ground work for RBM at the CSOs but aggregation of results at the overall (instrument) level will be a challenge. However, systematic evaluations could provide stakeholders with credible information and will enable them to learn the lessons of implementation.</p>	<p><b>Recommendation 10:</b> MFA and the CSOs should prepare a joint programme for the evaluation of the CSO development cooperation. The programme should include joint thematic evaluations as well as evaluations of specific projects and programmes commissioned by MFA and the CSOs. The programme should include one or two meetings per year where the evaluations can be discussed and the lessons learned identified. The programme should be rolling and updated annually.</p>
<p>The annual consultations, which are a primary mechanism for dialogue between MFA and the CSOs, are conducted 3-4 months after the CSOs have prepared their annual plans.</p>	<p>The timing of the annual consultations should be linked to the planning cycles of the CSOs.</p>	<p><b>Recommendation 11:</b> The annual consultations should be conducted when the draft annual reports of the CSOs are available (May-September) to ensure that the issues discussed can be taken into account by the CSOs when preparing their work plans for the following year. The formal approval of the final annual report should be arranged separately; for example, by written communication.</p>

# 1 INTRODUCTION

## 1.1 The evaluation's rationale and objectives

Civil society actors are an essential and integral element of Finland's development cooperation. In 2014, the disbursement of Official Development Assistance (ODA) to support development cooperation conducted by civil society organizations (CSOs) was € 110 million, accounting for 11% of the development cooperation ODA budget (€ 991 million) (MFA 2016, Development cooperation appropriations). This evaluation is the first in a series of evaluations of Finnish CSOs receiving multiannual programme-based support. Six of the 22 CSOs (19 organizations and 3 foundations) receiving this support have been selected.

This evaluation of the programme-based support through Finnish CSO was carried out from December 2015 to May 2016. The Terms of Reference (ToR, Annex 1) state that '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 (RBM) 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.'

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;
- to provide evidence of 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, CSOs programme and beneficiary level;
- to provide evidence of functioning of 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.

This evaluation has two components:

**Component 1** covers the evaluation of the six selected CSOs:

- Crisis Management Initiative (CMI)
- Fairtrade Finland (FT)
- Felm
- Finnish Refugee Council (FRC)

- Taksvärkki
- World Wide Fund for Nature Finland (WWF Finland)

The main evaluation question in the TOR for Component 1 is:

- 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** includes an assessment of the results-based management chain in all the 22 Finnish civil society organizations receiving programme-based support and MFA's management of the support.

Component 2 addresses two main evaluation questions:

- 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 the ground for results-based management?

Seven reports have been published under the present evaluation: one for each of the six CSO cooperation programmes evaluated plus this synthesis report, which also includes the results from Component 2.

## 1.2 Approach and methodology

The evaluation was carried out in three phases: inception, field work and analysis/reporting.

The **inception phase** included interviews, the elaboration of the evaluation methodology and preparation of an evaluation matrix with the evaluation questions (Annex 2 and Annex 6). In addition, a desk study of documents (Annex 4), as well as the elaboration of the Theory of Change (ToC) for the development cooperation programme of the civil society was undertaken. At the end of the phase, an inception report, prepared by the team was approved by MFA.

**Field visits** were then made to a representative sample of projects of the six CSOs. In order to maximize validity and reliability of the evaluation the team conducted information-oriented or purposive sampling to select the countries and the projects for the field visits.

A multistage approach was applied based on a project information table. The countries where the six CSOs selected were operating were ranked using attributed points given according to the total number of projects and the total allocated budget. To maximise the representativeness of the sample, additional criteria were taken into account: including selecting countries with many projects and projects with large budgets and countries where more than one CSO was represented to enable the team to conduct cluster studies in one country. The countries meeting these criteria were Nepal, Tanzania and Guatemala. In addition, two countries in the lower ranking category of attributed points (Kenya and Honduras), and two countries in the higher ranking level of points (Cambodia and Uganda) were selected. The sampled countries cover approximately 43% of programme budgets of the six CSOs evaluated.

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As far as possible within the selected countries projects that had operated for at least two years and which could be expected to have achievements at the higher levels of the results chain, were selected. Furthermore, for each CSO a number of typical or representative projects were chosen for detailed study.

For the evaluation as a whole it was ensured that the sample was spread across the main sectors and/or themes within which the CSOs operated (including local community development, education and training, conflict resolution, improved agriculture production, market development and education).

As logistics and travel were also important factors influencing the selection an attempt was made to choose projects not too distant from each other (in the same or in adjacent countries), and those where implementers were present to enable the field team to identify and study achievements at the higher levels of the results chain. A list of countries, projects and implementing partners included in the field studies is presented in Table 1.1.

Data was collected and analysed by the team at different levels. **Firstly**, documents on the total programme portfolio were collected from the Finnish CSOs and MFA. These documents included programme documents with descriptions of objectives, target groups, geographical location; budgets; and narrative and financial reports. Based on these documents descriptive analyses of the whole project portfolio were made. As these data do not provide independent and objective evidence on the results as required by the ToR, a **second** level of meta-analysis of the CSO programmes was conducted based on external evaluation reports.

**Table 1.1: Countries, projects and implementing partners included in the field studies**

CSO	Countries visited	Projects and implementers
CMI	Moldova	Mediation & dialogue and Mediation support to support the official Transdnestrian Settlement Process, implemented in partnership Contact (Assist & Information Centre for NGOs), and Mediator (Transdnestria).
	Global	Case study on Supporting a Stronger Role for Women in Peace Processes, implemented in partnership with Peace Research Institute Oslo and UN Department for Political Affairs.
FT	Guatemala	Sustainable livelihood of coffee producers in Guatemala, implemented in partnership with <i>Coordinadora Guatemalteca de Comercio Justo</i> .
	Honduras	Strengthening of small-scale coffee producer organizations in Honduras, implemented in partnership with <i>Coordinadora Hondureña de Pequeños Productores de Comercio Justo</i> .
Felm	Tanzania	Community Empowerment Projects; implemented in partnership with Tanganyika Christian Refugee Council.  Participatory Options for Livelihoods Innovations and Gender Empowerment, implemented in partnership with Huduma ya Maendeleo ya Wafugaji.
	Nepal	Child Mental Health Programme, implemented in partnership with Centre for Mental Health and Counselling.  Mountain Community Development Programme implemented in partnership with Group of Helping Hands – Nepal.
	Cambodia	Village Based Community Development – Food Security and Nutrition implemented by Church World Service.  First Step: Preventing sexual abuse of boys, implemented by First Step Cambodia.  Community-based care for children and youth with moderate to severe disabilities in Chhouk district, Kampot and Kratie provinces, implemented in partnership with Komar Pikar Foundation.
FRC	Uganda	Functional Literacy and Language Training for Adult Refugees at Nakivale Refugee Settlement, in Nakivale Refugee Settlement, in Isingiro District, South Western Region; implemented in partnership with Refugee Law Project.  Non-formal Training in Support of Livelihoods for Adult Refugees in Kyangwali Refugee Settlement, in Hoima District, South Western Region; implemented directly by FRC.
	Liberia	Adult Education Project; implemented in partnership with National Adult Education Association of Liberia.
Taks-värkki	Kenya	Vocational training and entrepreneurship, preventive youth work and rehabilitation; implemented in partnership with Undugu Society of Kenya
	Guatemala	<i>Entre Amigos Construimos Ciudadanía Política</i> , Youth participation and child rights advocacy in municipalities in Guatemala; implemented in partnership with PAMI
	Finland	Global Citizenship Education Programme
WWF Finland	Tanzania	Coastal East Africa: Investments that work for people, forests and land in Coastal East Africa; implemented in partnership with WWF Tanzania.
	Nepal	Enabling Sustainable development in Nepal; implemented in partnership with WWF Nepal.

Source: The Evaluation Team

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The **third** level of data collection and analysis was the field study of a sample of projects under each CSO programme. In the field the teams conducted interviews with programme partners, stakeholders and beneficiaries. For this purpose, 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 the beneficiaries. Data was triangulated by collecting data on the same issue from different sources. For example, monitoring data from project implementers was typically checked through interviews with different groups of beneficiaries; and, in some cases, through interviews with other stakeholders as well.

At the end of each country visit, a participatory validation workshop was held to present the major findings, after which any factual misunderstandings and mistakes were corrected by the participants and the value of the findings discussed. Other workshops were organized in Finland to validate these findings with the CSOs in the presence of the MFA representatives. Finally, a validation workshop was held in Finland on 3<sup>rd</sup> June 2016 with MFA and representatives of all the 22 CSOs receiving programme-based support from MFA where the overall findings, conclusions and recommendations were presented and discussed.

**Finland understands civil society as both a location and a process for promoting social change; that is, 'a space where people hold discussions and debates, come together and influence their society'.**

## 2 FINNISH CIVIL SOCIETY IN DEVELOPMENT POLICY

### 2.1 How Finland defines civil society

The Guidelines for Civil Society in Development Policy (MFA, 2010) define civil society as everything between the public and the private sectors. This 'third sector' of human activity therefore includes a wide range of not-for-profit organisations and independent actors including 'associations [with a social mission], foundations, research institutes, the media, the trade union movement, business actors, think-tanks, religious communities, cooperatives, networks, various social movements and other organized types of communal activities (which form in order) to achieve common goals' (MFA, 2010). More importantly from the point of view of development policy and cooperation, Finland also understands civil society as both a location and a process for promoting social change; that is, 'a space where people hold discussions and debates, come together and influence their society' (MFA, 2010).

Support to civil society organisations, domestic, international, and local, is a significant component of Finland's development cooperation, guided by the Development Policy Programme of Finland (MFA, 2007, 2012), as well as the Guidelines for Civil Society in Development Policy (MFA, 2010). Civil society's importance as an agent of change is also emphasised in Finland's Democracy Support Policy (MFA, 2014) and in the policies and guidelines on the human rights-based approach to development which underpin Finland's development cooperation (MFA 2013a, MFA, 2015).

### 2.2 Civil society in Finland's development policy and development cooperation

The overall development cooperation objective of Finland's support to civil society is stated in the Guidelines 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: 11)

This objective is in line with and supportive of the human rights-based approach to development (HRBA) which underpins Finland's development policy and cooperation. Within the HRBA the most important task of civil society (CS) is to empower citizens to claim their rights, influence public decision-making and to take responsibility for their own lives. The immediate target of development cooperation in the HRBA is not the local population and its individual members, but CSOs acting as agents of change. CSOs play a vital role in defending the rights of individuals and groups, particularly the poor and disadvantaged, by raising awareness of human rights, raising citizens' participa-

tion, holding governments and other duty bearers to account, and advocating for legal and social protection and promotion of human rights (MFA, 2013a).

The guidelines for the CSOs development cooperation work were first prepared by MFA in 2006, recognizing civil society actors but defining their role from the viewpoint of the state (Seppo, 2013). The 2010 Guidelines for Civil Society in Development Policy have a different perspective, viewing CSOs more broadly than as mere service providers and recognizing their role as partners with the state for development cooperation.

The Civil Society Guidelines stress that Finland's civil society objective can be achieved in two ways: capacity development of CSOs in the targeted countries and the creation of a supportive environment for civil society activities. The latter is defined as a common goal of MFA and civil society actors (MFA, 2010: 11). Civil society is seen as having two basic functions: (1) advocacy that focuses on political decision-makers, governance and public opinion, making the voice of citizens heard and strengthening their participation; and (2) the provision of services where the state lacks adequate capacity. Broadly speaking, Finland supports CSOs to improve the provision of public services, conduct advocacy and also strengthen civil society in partner countries (MFA, 2015: 24).

However, there is a lack of coherence among the various MFA policy documents regarding the extent to which Finland supports the direct implementation of advocacy and service provision by Finnish (and international) CSOs. On the one hand, the HRBA is clear that ideally activities in these areas should focus on the capacity building of local duty bearers and rights holders, working in partnership with local CSOs, to ensure local ownership and sustainability and also to avoid the creation of service structures running parallel to or separate from those of government (MFA, 2015: 24). On the other hand, the Civil Society Guidelines and the HRBA Guidance Note from MFA, provide significant space for the direct implementation of activities by Finnish CSOs independent of local CSOs and other institutional actors in the partner country. The HRBA Guidance Note states that a minimum requirement for civil society funding is that projects are human rights sensitive, with no obligation to include either capacity building or advocacy in activities (MFA, 2015:8). The Guidelines do not require Finnish CSOs to abandon the provision of basic services and do not conceptualise the relation between service delivery and advocacy (MFA, 2010: 16). There is evidently an urgent need for MFA to address this issue by developing a fully coherent overall policy.

### 2.3 Finland's support to civil society and CSOs

The volume of Finnish ODA supporting development cooperation conducted by CSOs has grown steadily over recent years, from € 66 million in 2007 to € 110 million in 2014 (MFA 2016, Development cooperation appropriations). In 2014, the budget of the Civil Society Unit (KEO-30) for supporting CSOs was € 116 million, commitments and disbursements of € 110 million and € 100 million respectively. A variety of CSOs has been supported with these funds with figures from 2015 indicating that 166 Finnish CSOs received support from the Civil Society Unit (figures provided to the evaluation by the Civil Society Unit).

**Finland's civil society objective can be achieved in two ways: capacity development of CSOs in the targeted countries and the creation of a supportive environment for civil society activities.**

**The volume of Finnish ODA supporting development cooperation conducted by CSOs has grown steadily over recent years, from € 66 million in 2007 to € 110 million in 2014.**

Table 2.1 presents the programme-based support received by 22 Finnish CSOs; with the umbrella organizations Kefa and Kehys mentioned separately.

**Table 2.1: Funding to partnership organizations 2010-2015 in EUR**

Year	Programme CSO	Foundations	Kefa	Kehys	TOTAL
2010	49 319 460	4 456 000	5 300 000	260 000	59 335 460
2011	51 887 800	4 900 000	5 400 000	275 000	62 462 800
2012	53 675 300	5 200 000	5 500 000	285 000	64 660 300
2013	55 410 520	6 300 000	5 700 000	390 000	67 800 520
2014	65 082 400	6 600 000	5 900 000	360 000	77 942 400
2015	70 376 140	6 900 000	6 000 000	500 000	83 776 140

Source: Civil Society Unit, figures provided to the evaluation

Finland supports a wide diversity of CSOs and civil society projects; using five instruments:

- **Programme-based support for partnership organizations:** A multiyear programme support that since 2013 is based on decisions on discretionary government transfers (valtionavustuspäätös). The application guidelines of this instrument are revised periodically, with the latest application round incorporating five new partnership organizations.
- **Project support to CSOs:** Funding for projects in developing countries implemented by small and medium-sized Finnish CSOs, for strengthening civil society and Finnish development policy and goals. Projects are planned and implemented in partnership with local/national CSOs. Owing to the cuts in ODA, the 2016 annual application round has been suspended.
- **Support for communications projects and global education:** Funding of Finnish CSOs to carry out projects in Finland to raise awareness and educate the public, focusing on development cooperation or development policy, global development issues or specific issues in the developing world. Due to the cuts in Finnish ODA, the 2016 application cycle has been cancelled.
- **Support for International Non-Governmental Organisations.** Provides grants to a limited number of international NGOs to strengthen civil society and democracy in developing countries, in line with Finland's development policy and goals. Due to the cuts in Finnish ODA, the 2016 application cycle has been cancelled.
- **Local Cooperation Fund.** Small grants to local CSOs administered by Finnish embassies in developing countries in line with Finnish development policy.

In 2015, the Government of Finland announced the new Government Programme, which, as part of a general reduction in government expenditure, included a cut of € 200 million to the development cooperation budget. The total support for CSOs in the 2016 budget has been reduced by over 40% from € 114 million to € 65 million (The Civil Society Unit of MFA).

## 2.4 Evaluation of Finnish support to CSOs

There have only been a limited number of recent evaluations of Finland's development cooperation, which have included detailed consideration of Finland's support to civil society and its contribution to development results. The study 'Complementarity in Finland's Development Policy and Co-operation, A Case Study on Complementarity in the NGO Instruments' (MFA, 2013b) found that there was limited complementarity between Finnish CSOs and other Finnish aid modalities and also insufficient co-ordination and co-operation among Finnish CSOs themselves. The evaluation also noted that Finland's various CSO-support instruments were poorly coordinated so that they operated in separate silos, with limited knowledge about each other. The study also found that donors including MFA normally deal with modern western-orientated NGOs characterised by their proficiency in English, computer literacy and their familiarity with project cycle management, rather than with smaller, poorly resourced local NGOs.

An Independent Review of Finnish Aid (Reinikka & Adams 2015) recommended that greater consideration should be given to creating better synergies between CSOs work and sector priorities in bilateral country strategies. The Review also noted that the CSO programme is highly fragmented, comprising too many interventions implemented by too many organisations in a very large number of countries. This rendered the proper management of the programme highly problematic with a likely negative effect on its cost-efficiency. It also concluded that there was insufficient attention paid to evaluating the results of Finnish support to CSOs, despite the increased focus on results in the Development Policy Programme: and that a comprehensive evaluation of the effectiveness and impact of CSOs work is long overdue (Reinikka & Adams 2015).

## 2.5 The programme-based support scheme

The programme-based support scheme is the mechanism through which Finland finances the programmes of the six Finnish CSOs, which are the subject of this evaluation. The Scheme was launched in 2003 when agreements were signed with five organizations. The CSO support-based programme is based on the Act on Discretionary Government Transfers (Ministry of Finance 2001). The original objectives set by the MFA for the framework agreement were to reduce the administrative burden in the MFA and to improve the overall quality of projects implementation by ensuring financing for the most professionally managed organizations. The number of partnership organizations has gradually increased and currently 22 CSOs are funded through the scheme, receiving over 70% of the Finnish development support channelled through CSOs. Finnish partnership organizations apply periodically for funding of up to 85% of the costs of their strategic programmes. A partnership is considered a long-term arrangement of no determined duration, signalled by the fact that a new partnership organisation must serve a three-year probationary period (as per selection criteria, Ministerial decision 9.5.2012).

The programme-based support scheme hands over the responsibility for management and implementation to the CSOs. The modality is based on the Nordic

**Donors including MFA normally deal with modern western-orientated NGOs characterised by their proficiency in English, computer literacy and their familiarity with project cycle management, rather than with smaller, poorly resourced local NGOs.**

**The modality is based on the Nordic tradition of trust between the parties. Thus, the CSOs have a high degree of freedom as to how they implement their development cooperation programmes.**

**The central role of the partners, regardless of their organisational mission, sectoral expertise, forms of work, countries of operation and specific stakeholders, is to strengthen civil society in developing countries.**

tradition of trust between the parties. Thus, the CSOs have a high degree of freedom as to how they implement their development cooperation programmes. The MFA/The Civil Society Unit provides overall guidance to the programme-based support and responds to administrative issues. However, it provides little or no guidance on substantive matters.

The partnership evaluation in 2008 noted that the Finnish scheme shared the problems of similar schemes in other countries, including the difficulties of transition from individual projects to a programme approach; lack of dialogue between the organisations and the relevant ministry; and a lack of clear objectives, selection and evaluation criteria and guidelines for monitoring and evaluation (M&E). On the other hand, the evaluation recognized benefits both for MFA and the CSOs through flexibility, long-term planning and the reduction of bureaucracy (MFA, 2008).

The current instructions concerning the programme-based support (updated 19 July 2013) are broad, intending to address the shortfalls in CSOs coordination, complementarity with other Finnish development modalities, and cooperation with other development actors in general, identified by both Olesen & Endsaw (2013), as well as Reinikka & Adams (2015). 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 the public authorities and civil society actors.

Thus, the central role of the partners, regardless of their organisational mission, sectoral expertise, forms of work, countries of operation and specific stakeholders, is to strengthen civil society in developing countries. Partnership with a local counterpart is highlighted as the key principle for fulfilling this role and ensuring local ownership and the sustainability of programme results. Accordingly, the MFA Instructions make clear that local partners should be responsible for the implementation and management of programme activities, while the CSO role is to support the partner with technical assistance and expertise, organisational development, and project supervision.

Key conditions of partners receiving programme support include:

- A programme plan based on the partner's strategy and its special expertise with clearly formulated objectives;
- Complementarity with elements of the Finnish development policy;
- Complementarity in relation to Finnish development cooperation and evidence of the partner's added value to the implementation of Finland's Development Policy Programme;
- A system in place for monitoring and evaluation of results, and for results-based management;
- Inclusion in the programme of a well-designed communications component with stated objectives for Finland which will include (1) information about the organisation's programme, and (2) development communications and education in general.

## 2.6 The need for emphasizing Results-Based Management

This evaluation's focus on results is in line with the recent study of Finland's development cooperation (Reinikka & Adams 2015). The report, commissioned by the MFA, made the overarching recommendation that 'Finnish aid needs to become more results-oriented across the board. This recommendation was based on the finding that there is a lack of evidence of 'results on the ground' and that result-based management was scarcely practised.<sup>1</sup>

The 2012 series of country evaluations including Nepal, Nicaragua and Tanzania did not report much about 'results on the ground - in terms of reporting outputs and outcomes' (Reinikka & Adams 2015 16). In assessing the results of the Finnish CSOs support the report found that the main problem is a lack of evaluation (Reinikka & Adams 2015 20). Based on information from the 2012 DAC Peer Review, the independent review (Reinikka & Adams 2015 20), noting the challenge presented by dispersed CSO work (outside the programme based support), stated that 'administering these numerous small projects entails a heavy administrative burden and undermines the Ministry for Foreign Affairs' capacity for monitoring the impact of Finland's funding to and through civil society.' (OECD-DAC 2012). The MFA Unit for Civil Society confirmed at a meeting with the team in December 2015 that the numerous small projects, outside the programme-based support schemes, entails a heavy administrative burden.

Although there is considerable emphasis on results in MFA policy statements, an evaluation published in 2011 found that this was not reflected in practice at field level. According to the evaluation the gap between policy and practice appeared to reflect a number of issues. The most important of which was the lack of guidance on what a "results focus" means at the project level. At present, MFA does not have a well-functioning RBM system. The evaluation concluded that the absence of a strategic results framework created a void with the result that the unit of analysis for performance remains at the level of individual projects and programmes (Results-Based Approach in Finnish Development Cooperation, MFA 2011, page 11).

An evaluation of 'Finland's Development Policy Programmes from a Result-Based Management Point of View 2003-2013' published in 2015 also reached largely negative conclusions. Although it found that the Aid for Trade Action Plan provided an example for adopting a programmatic approach based on RBM; it concluded that generally Development Policy Programmes document provided very little guidance relevant to RBM in that the document failed to establish relative priorities and usually did not commit to well-defined, meaningful and monitorable targets. Furthermore, it was found that MFA had not yet been able to create an organisational environment conducive to RBM and had not developed a results-based culture (Finland's Development Policy Programmes from a Result-Based Management Point of View 2003-2013', MFA 2015, pages 22-23).

<sup>1</sup> CSOs have stated that they were not given any possibility to validate or comment on the findings of the report.

### 3 THEORY OF CHANGE FOR FINNISH CIVIL SOCIETY IN DEVELOPMENT POLICY

The team constructed a generic theory of change (ToC) for Finland's support to civil society, which proposes a hypothesis on to how civil society contributes to development change and how Finland can best support civil society to make this contribution. A draft of this theory of change was discussed with MFA who requested more elaboration. The final version was included in the inception report accepted by MFA. To construct the ToC, the team analysed the relevant development policy documents.<sup>2</sup>

As it is generic, the ToC is not rooted in a specific context, but is based on the assumptions that civil society is a key driver of social change in all societies, and that civil society in developing countries requires strengthening with external support. The flow diagram in Figure 3.1 illustrates key pathways of change at different outcome levels, suggesting the main causal linkages between the different levels. Both outcomes and the pathways have been simplified considerably in order to achieve clarity as well as to enable the ToC's application over the full range of contexts to which Finnish development cooperation is applied.

The proposed ToC in Figure 3.1 centres on the theory that strong, pluralistic civil society is essential to the achievement of democratic and accountable society. Civil society's contribution to democratic governance is to: (1) mobilise citizens, including the vulnerable and socially excluded, around their human rights and entitlements, empowering them to participate in social, economic and political processes; and, (2) monitor governments and hold them to account.

A strong pluralistic civil society is then set as the objective for Finland's support to CSOs, but it also signifies a key pre-condition for the achievement of Finland's development objectives of democratic and accountable society and sustainable development.

A second concept implicit in MFA's thinking is that constructive and peaceful development change takes place through a process of cooperation and partnership among the public and private sectors and civil society, with the inclusion of all elements and groups in society, including women, youth, the poor and those otherwise normally excluded.

Finland's support to Finnish CSOs enables them to carry out projects in their specific areas of expertise in partnership with CSOs in the target countries.

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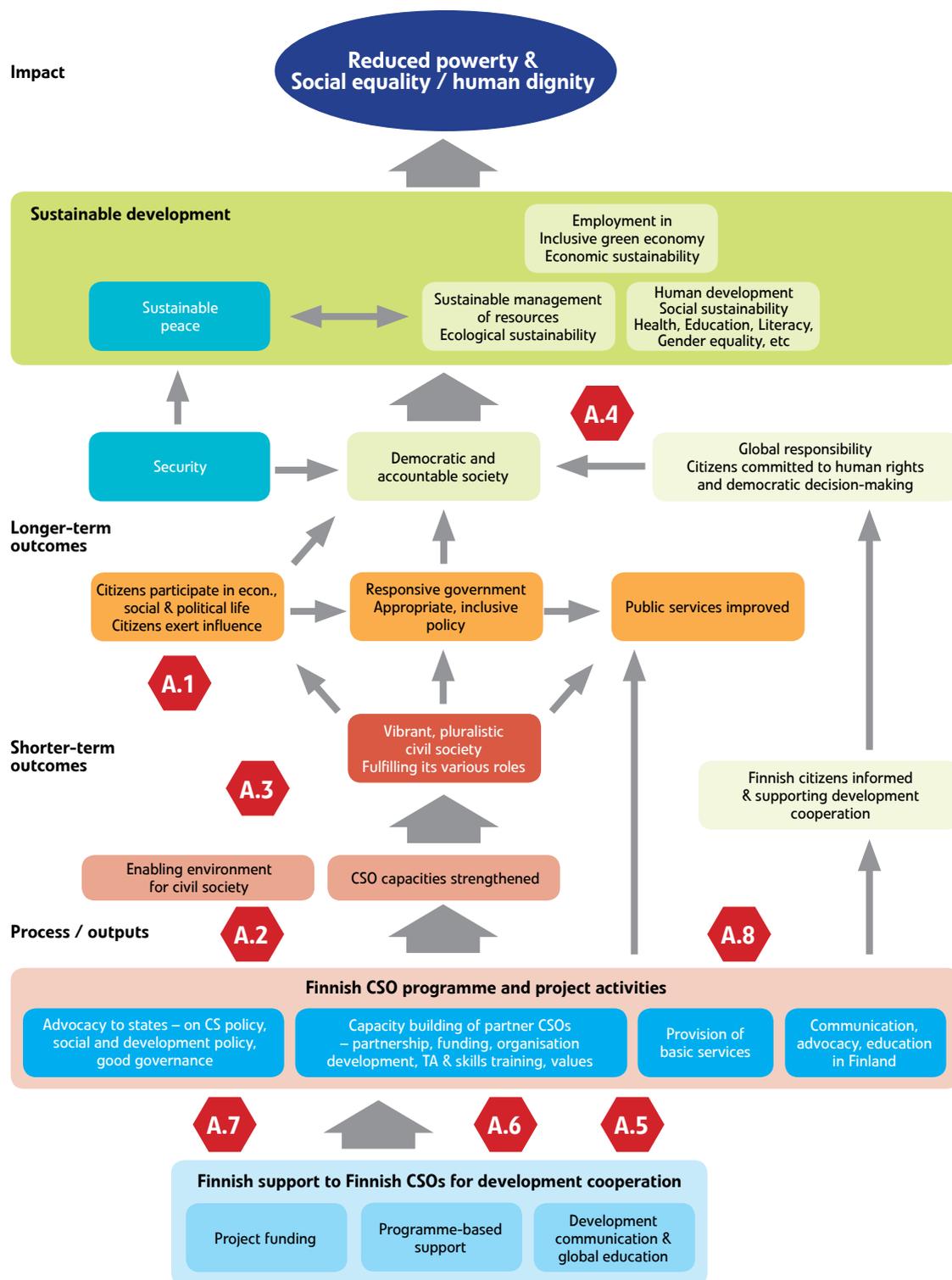
<sup>2</sup> This included the Development Policy Programmes of 2007 and 2012, the Guidelines for Civil Society in Development Policy (2010), the Guidelines for Implementing a Human Rights-Based Approach in Finland's Development Policy (2013), the Guidance Note for Finland's Human Rights-Based Approach in Development Cooperation (2015), MFA's Democracy Support Policy (2014) and Aid for Trade Finland's Action Plan 2012-2015.

While projects may include issue-based advocacy and service delivery to the vulnerable, they will all contribute to the capacity development of partner organisations, civil society more generally, or the CSOs' direct beneficiaries. Finnish inputs at this level are based upon the following assumptions which have been identified as being present implicit in Finnish development policy in a number of key documents:

1. **Finnish CSOs enable Finnish aid to reach the grassroots, particularly the vulnerable and socially excluded** and that CSOs can use their knowledge of and linkages with the grassroots to raise awareness of and educate the Finnish public about development cooperation.
2. **Finnish support to CSOs complements Finland's development cooperation with partner country governments, private sector actors and its multi-lateral development support.** This may depend largely on the CSOs partners understanding the wider, specific institutional and political context within which they work.

**While projects may include issue-based advocacy and service delivery to the vulnerable, they will all contribute to the capacity development of partner organisations, civil society more generally, or the CSOs' direct beneficiaries.**

**Figure 3.1:** Proposed theory of change for Finland’s support to CSOs



Source: The Evaluation Team

Note: The levels indicated in this diagram (process/outputs, shorter-term outcomes, longer-term outcomes and impacts) just indicate a progressing scale of results and do not correspond with DAC criteria. In this evaluation ‘Vibrant, pluralistic society fulfilling its various roles’ is an impact and not a ‘shorter-term outcome’.

3. **Long-term programme partnerships with Finnish CSOs, based on mutually agreed objectives, are the most effective way for Finland to deliver support to CSOs in developing countries and to achieve its civil society objectives.** This assumption is implicit in the precedence MFA gives to its programme-based support over other forms of civil society funding. It also recognises that strengthening civil society and development change more generally is complex and requires long-term effort.

The immediate outcomes of CSO activities on the ground will likely include increased capacity of local implementing partners, as well as partner countries CSOs representing or mobilising direct beneficiaries. Strengthened capacities might include organisation development and increased sustainability, as well as technical skills, specific expertise, understanding of human rights, confidence, analytical capabilities, and greater access to resources. An enabling environment for civil society might be enhanced by the successful facilitation of 'spaces' for CSOs to work through strengthened civil society relationships and networks, or contacts and dialogue with other stakeholders. In some cases, CSO advocacy might result in improvements to the legal and financial conditions under which CSOs operate.

In moving to the next outcome level the theory posits that immediate outcomes of partners' programmes will make a significant contribution to the achievement of a vibrant, pluralistic civil society, particularly within the specific sector in which the CSOs partner works. The wide scope of this objective, however, means that its full achievement will depend upon complementary outcomes elsewhere in CSOs capacity development and in establishing a civil society environment.

The ToC then suggests that, if a vibrant and pluralistic civil society is established, CSOs will be empowered to contribute to a democratic and accountable society in a number of ways. By social mobilisation, capacity development, education, providing information and advocacy, citizens will be equipped and have the confidence to participate more fully in all areas of life. Through their own CSOs and civil society networks, citizens will be able to exert influence on those possessing power and access to resources, particularly governments. By participating in the decision-making process and by exerting pressure by means of issue-based advocacy, policy dialogue or public campaigning, civil society and the citizens they represent will contribute to achieving responsive government that establishes and implements appropriate social and economic policy. A key outcome at this level is the improvement of public services, to which CSOs can also contribute through the capacity development of staff and systems, but also in widening the scope of the services provided to reach the vulnerable and excluded with the aim of their eventual integration into the publicly managed system.

Establishing democratic governance requires considerably more than a vibrant, pluralistic civil society. Finnish development policy envisages working with partner countries through a range of bilateral and multi-lateral instruments, in cooperation with the international donor community, to support the development of the rule of law, good governance of public institutions and mechanisms, anti-corruption measures, free and fair elections and conditions for par-

**An enabling environment for civil society might be enhanced by the successful facilitation of 'spaces' for CSOs to work through strengthened civil society relationships and networks, or contacts and dialogue with other stakeholders.**

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liaments and multi-party systems. The achievement of democratic governance is also complementary to and inter-dependent on security, provided by conflict prevention, crisis management, and peacebuilding in unstable or fragile states. Finnish policy proposes a recursive, mutually supportive relationship between democratic governance and security, so that MFA's work in strengthening democracy is part of its support for social development, conflict prevention and post-conflict reconstruction work (MFA 2014: 2), as there is no development without security and no security without development (MFA 2012: 29).

In the ToC, security and a democratic and accountable society are the pre-conditions for the achievement of sustainable development, resting on the four pillars of economic sustainability, ecological sustainability, social sustainability, and sustainable peace.

# 4 FINDINGS FROM STUDIES OF THE CSO PROGRAMMES

## 4.1 Relevance

### **From the perspective of the CSOs own strategies and comparative advantages**

Some CSOs, like Fairtrade Finland (FT) and the Finnish Refugee Council (FRC), focus on activities in Finland, on consumers wanting to support fairer conditions for producers in the South and on refugees in Finland, which is in line with their development cooperation programmes. FT focuses on the producers at the beginning of the value chain and has built capacity in collaboration with Fairtrade International, Fairtrade Germany and Fairtrade Sweden on implementing its development cooperation programme. FT is the only evaluated Finnish CSO focusing on a value chain approach. FRC's development cooperation programme is focussed on adult education and vocational training, combined with empowerment - a niche where few other refugee organisations are working and where FRC has acquired a comparative advantage.

Felm's comparative advantage lies in their long-term experience, local network and field presence which enable them to identify and partner with committed local CSOs that are capable of working with the poorest and marginalized people: for example, those with a disability or people living with HIV/AIDS. Felm has been involved in human rights based projects for a long time and its staff is well-trained and experienced in this approach. Its organizational structure, with technical assistance in some projects and regional managers in a number of countries, supports close engagement and the monitoring of partner CSO projects in the field as well as developing the capacity of partner CSOs. Felm is well-known in Finland and reaches a large audience through its global education programme.

WWF Finland has several comparative advantages being an internationally recognized and well-known nature conservation organization, with a large membership with both international and regional networks. Two of the WWF Finland components (environmental education and ecological footprint) are implemented in Finland in schools and enterprises.

CMI focusses on conflict resolution worldwide and has a competence matched by no other organisation in Finland. Its strength emanates from high-level contacts with a mandate to perform work which is often of a confidential and sensitive nature. CMI is regarded as Finland's Peace Broker with a highly skilled and reactive style of work. CMI extends Finland's reach in international conflicts in ways that fit the position and image of the country.

**The CSO programmes are in line with the overall strategies of the implementing organisations which are focussed on their comparative advantage.**

Taksvärkki's, programme, focusing on youth and child rights and protection, is consistently implemented in all interventions in the partner countries and in Finnish schools. Taksvärkki's programme also aims at enhancing gender equality and reduction of inequalities among the marginalised and vulnerable groups in society: people with a disability and ethnic minorities. Hence, the programme also promotes poverty reduction and the millennium development goals (MDGs) and more recently the sustainable development goals. The programme is aligned with Finland's national curriculum for basic and secondary education focusing on general values, objectives and themes of global education (equality, democracy, accountability, intercultural understanding as well as human rights and child rights).

In summary, the CSO programmes are in line with the overall strategies of the implementing organisations which are focussed on their comparative advantage.

### **From the perspective of the beneficiaries**

The CSO programmes have in general been very sensitive to the needs and priorities of stakeholders and beneficiaries and they have largely succeeded in addressing the needs and priorities of marginalised groups. In many cases stakeholders and beneficiaries, including marginalised groups, have taken part in the planning process. For example, the FT programme in Central America was planned by the beneficiaries in a series of workshops where it was decided that the projects should have a particular focus on the inclusion of women and youth. However, CMI's activities must, by the very nature of conflict resolution, have a strong focus on elites who are in a position to either escalate or resolve conflicts. Nonetheless, CMI's approach is inclusive and when possible and appropriate attempts to involve the marginalised groups in peace processes. This takes place, for example, through its significant work on empowering women to participate in peace processes. The channels and contacts that CMI uses and its analytical work, also provide a means of creating opportunities which would otherwise be unavailable to disadvantaged groups, such as the Gagauz ethnic community in Moldova.

The FRC projects were designed on the basis of thorough needs assessments and clearly respond to the needs and priorities of refugees and host communities. For Felm and WWF Finland, the partner CSOs are responsible for project and programme planning and they have full ownership of the interventions. For the CSOs supported by Felm to implement an empowerment approach, the beneficiaries themselves plan the activities and choose the type of income generation they want to develop in their communities. The Felm project manual advocates participatory approaches to all work and includes detailed descriptions of participatory methods in project planning.

All the CSO programmes also respond to the rights of beneficiaries and stakeholders insofar as a number of human rights are addressed; including non-discrimination, the right to peaceful assembly and freedom of association, the right to participate and freedom of information, as well as children's rights to development and education. The programmes are rooted in several international agreements and declarations; the Universal Declaration for Human Rights,

the UN Convention for the Rights of Children, the MDGs and the Istanbul Declaration and Programme of Action for 2011-2020.

These programmes are coherent with the national policies of partner countries as these are stated in policy documents and national strategies. In many cases the local CSO partners work through and with government structures. However, alignment to policies is sometimes partial and there is often a divergence between the programmes and the 'real' policies and interests of governments in the sense that authorities do not always prioritize marginalised stakeholders (like youth, children, small producers or ethnic minorities) targeted by the CSOs.

One example is a partner of Felm in Nepal assisting children with mental health problems, which are not recognized as a disability in the new Nepalese constitution. Consequently, these children are not entitled to government incentives for education. Such issues call for advocacy which is undertaken in the programmes to varying degrees.

CMI is an exception in that its activities, taking place in conflictual environments, are based on the mandates given to it by the involved parties, while policies are being shaped in the mediation process. CMI's position is, however, to operate in a consensual manner, respectful of national norms and policies.

### **From the perspective of Finnish development policy priorities**

The CSO programmes are in line with the Finnish development policies covering the evaluation period (2010-2015). Both the earlier development policy of 2007 focusing on poverty reduction and sustainable development (in accordance with the United Nations MDGs), and the 2012 policy are well represented in the CSOs programmes. The evaluated interventions address social conditions of peace and security (CMI and FRC); respect for human rights (Felm, FRC, Taksvärkki and WWF Finland); and inclusive social and cultural development (Felm and FT). Finland's human rights-based approach to development aims to ensure that even the poorest people know their rights and are able to advocate for them. To varying degrees this approach is reflected in all the interventions visited.

Although Finland's development policy was updated in 2015, most CSO programmes are based on the 2012 policy, which emphasized the human rights-based approach as the basis for all development cooperation. The priority areas of the 2012 policy 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, and
- human development.

In addition, the 2012 policy specified three cross-cutting objectives: gender equality, reduction of inequality and climate sustainability. The main objective of the CSO guidelines (MFA, 2010) is to support the contribution of a vibrant and pluralistic civil society to democracy and good governance. However, the

**There is often a divergence between the programmes and the 'real' policies and interests of governments.**

**The objectives for Finland's policy for support to civil society are not reflected in all the CSO programmes.**

objectives for Finland's policy for support to civil society are not reflected in all the CSO programmes. Capacity development of partner organizations or of other CSOs in partner countries does only appear as an objective in some programmes and the establishment of an enabling environment for civil society is not an objective of any of the programmes.

## **4.2 Efficiency**

### **Cost efficiency**

The evaluation looked into the CSO's costs for producing the outputs within the partner countries. However, in most cases it has not been possible to link expenditure data to outputs and the six different case studies have had to use different approaches for assessing cost efficiency. Nonetheless, the case studies have found that the implementers of the programmes are cost conscious. Other indicators analysed in some case studies (such as staff salaries in partner CSOs compared to salaries in similar organisations) indicate that costs in partner countries are low or average in relation to the outputs.

The evaluation also made some assessments of the extent to which outputs could be produced more cheaply, by comparison with the experiences of other comparable organisations operating in similar conditions. Where this was not possible, the team asked themselves the hypothetical question whether the outputs could be produced more cheaply: concluding that the organisations have identified the more cost efficient alternatives, since, for example, the partner CSOs employ local people and not expatriates who would receive higher salaries. In many cases, the staff live in project areas and the operational costs are relatively low.

The data on cost efficiency in Finland are inconclusive. Some programmes spend a relatively large part of the budget in Finland. WWF Finland implements two of its programmes in Finland, using knowledge and experience from partner country programmes for environmental education and ecological footprint activities that address Finnish children, youth and companies. Only 10% of the programme budgets is spent for administration in line with the instructions on programme based support to Finnish CSOs (MFA, 2013c). The major part of the cost in Finland is in many cases for development communication, which is mandatory for Finnish CSOs receiving programme based support from MFA.

### **Allocation of resources for capacity building**

An assessment of the resources allocated for capacity development compared to the resources allocated for service delivery found that there is a wide variation among the programmes. The FT programme is focused on the capacity building of cooperatives and their umbrella organizations, while for WWF Finland the programme has not prioritized capacity development for country offices or partner CSOs. Fortunately, this has been addressed by other national WWF offices which have allocated some resources to for example develop capacity on human rights issues. As FRC is implementing directly in Uganda, there is no implementing partner to support. There is, however, a component for organizational capacity building for refugee organisations in the country. A similar

programme in Liberia provides multi-year backing to the national NGO that supports adult literacy and assists in policy dialogue at the national level, as well as in strategic planning and staff training. Felm emphasizes the capacity development of partner CSOs with continuous training and support from Felm staff, as well as by providing feedback for project plans and reports. They also use annual meetings for capacity building with technical assistance provided through specialized staff to a number of partner CSOs to develop their capacity to integrate disability issues in the projects. Felm also implements stand-alone capacity building projects and sometimes capacity building is included as a project component. In Taksvärkki's programme, capacity development involves youth leadership and management training.

## Strategy and management

The evaluation investigated the management of the CSO programmes by assessing the interaction of MFA, the Finnish CSOs and the organisations implementing the projects in the partner countries.

In line with its mandate, the MFA Civil Society Unit is involved at the strategic level and leaves the management of the programmes to the CSOs. Indeed, the evaluation has not encountered any case of MFA attempting to micro-manage programmes. The CSOs and their desk officers in the MFA Civil Society Unit generally have constructive dialogues. All CSOs appreciate what they describe as MFA's flexibility. One of the key examples is when there is a clear need for budget adjustments due to changed circumstances. In such a situation MFA reacts quickly and flexibly on the basis of the information provided by the CSO. The team considers that this is one of the main advantages of the modality where trust is a key component ensuring a high degree of efficiency.

The CSO programmes are widely dispersed, as in the case of FRC which operates in four countries in three different regions or Felm which operated in 18 countries in 2010–2015. The evaluation has considered whether the MFA would achieve greater efficiency by seeking to concentrate the interventions in specific regions or on specific themes: concluding that such a managerial approach would run counter to the wealth of experience and relations which the CSOs have developed over the years. The position taken by MFA, which is to support and empower the CSOs rather than direct them under foreign policy priorities, respects the role of the CSOs as independent development actors promoting efficiency as well as effectiveness (OECD 2012 p. 27).

Some CSOs feel that the feedback from the Civil Society Unit is insufficient. They would like more feedback on technical information and subject matter issues reported to MFA. For example, Felm mentioned that project evaluation reports sent to the MFA Civil Society Unit have elicited little feedback over the period covered by this evaluation.

Operational management is undertaken by project managers in the partner CSOs. The evaluation has encountered skilled and dedicated managers at project and field levels. The Finnish CSOs provide support to the CSOs and the managers of the projects in the partner countries and, where needed, they provide guidance on, for example, how to interpret the administrative requirements of MFA and those of the Finnish CSO). Although the administrative cul-

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ture in partner countries is different from the administrative culture in Finland, the evaluation has found that the delegation of decision making from the CSOs in the partner countries to field managers has been adequate. The evaluation has not encountered inappropriate micro-management at this level either.

Based on these assessments, the evaluation has found that the organisational structure and the strategic framework for the CSO programmes are clear and that the programmes are mostly efficiently managed at MFA or instrument level, at Finnish CSO or programme level, and at partner country CSO or project level.

## **Monitoring and Evaluation**

The evaluations of the six CSO programmes have assessed their M&E systems. Component 2 covers the assessment of the M&E systems in all the 22 CSOs receiving MFA programme based support. The review of Component 2 was based primarily on documentary evidence and interviews with staff in Helsinki and focused on initiatives for improving the M&E systems, while the field studies addressed the operational issues.

The field evaluations found that the quality of the M&E systems of the six CSOs vary widely. They often focus on activities and outputs, which is not surprising given that MFA's requirement for RBM monitoring and reporting is relatively recent (refer to Chapter 6). However, it was also found that the CSOs are currently in the process of improving their results frameworks and their M&E systems.

FT and its partners in Central America have established solid systems focused on results. However, as the programme has recently started, there are few results to measure.

CMI faces the challenge of operating in an environment where dynamic changes make predefined indicators meaningless, and pose a challenge to the definition of intended outcomes against which to evaluate performance. CMI has addressed this by generating a monitoring and rapid review system, which is non-linear and risk focused, but also over-engineered, in that there has been a multiplication of systems as the organisation goes through a fast transition.

The field study of FRC found that monitoring is focused on activities and outputs, in terms of persons trained and learners' ability to use the skills acquired (for example to use a phone, read the time, or calculate sales) or learners' assessment of the training. Results at the higher end of the results chain have sometimes been reported as well, though such cases, which are not easy to aggregate, have often been lost among the abundant details of the reports. For the remaining CSOs, project monitoring is focused mainly on activities and outputs. Baseline information is often lacking. Outcome and impact are hardly monitored, and the impact level poses a particular challenge. It is worth noting here that several of the CSOs disagreed with this evaluation's critical assessment of their M&E systems.

The field study of WWF Finland found that outcome indicators had been defined but in the first programme report they were not systematically monitored nor reported. Felm has defined 'outcome' (objective or sub-objective) indicators and monitors them, but these indicators reflect more the changes in partner CSOs

and their project design than changes in the life of the beneficiaries. This is well recognized by Felm and the new programme will address the issue by introducing indicators that will measure outcomes. Currently Felm is developing RBM at programme level and a completely new result chain is being built.

A number of evaluation studies have been undertaken by the CSOs. However, they are of uneven quality. Although most evaluations did not assess higher order results, some did provide feedback, which has been useful for learning.

### **Identification and management of risks**

There is a wide variation in the way risks are treated. CMI, which operates in a very volatile environment, has a sophisticated risk monitoring system, which is followed in the reports. The FT programme has undertaken a thorough assessment of risks although they are not monitored and reported. FRC has done risk analysis and is regularly monitoring and reporting on the situation in all programme countries. Other organisations are less systematic in relation to identification and management of risks. For WWF Finland, the assessment of risks at programme level is very general and the monitoring and mitigation (early identification) measures have not been defined. Additional partner programme risk matrixes were developed in 2015 and they are now updated in connection with WWF Finland's monitoring visits or more often if necessary. Also Felm identified several risks at the onset of the programme although not in a detailed manner.

Risk management of the CSOs is based mostly on their contacts on the ground, and their relations with well-known and carefully selected partners with deep local knowledge. This is sufficient for the environments in which they operate. The capacity building, dialogue and campaigning nature of the work does not readily lend itself to extortion or corruption. Strong awareness of risks and good management partially compensate for the absence of formal risk management in many cases.

### **Human rights principles in programme implementation**

Human rights principles have in most cases been well integrated in planning and implementation of the programmes of the CSOs. Typically, this is ensured by giving easily marginalised rights-holders a voice when projects are planned and by focussing on empowering them to claim their rights. In the FT projects in Central America, women's committees and groups for women and youth have been created to give them a say in relation to the projects. Although participation is well addressed by the Finnish CSOs and partners, the development of transparency and accountability are less emphasized. However, Taksvärkki practices accountability at municipal level by supporting youth movements who demand responsibility from municipal authorities in relation the rights of children and adolescents. Both Felm and WWF Finland's partner CSOs in Nepal follow their national policies either by using public hearing auditing practice (WWF Nepal) or by presenting the projects to the district level advisory committees.

**Risk management of the CSOs is based mostly on their contacts on the ground, and their relations with well-known and carefully selected partners with deep local knowledge.**

**Human rights principles have in most cases been well integrated in planning and implementation of the programmes of the CSOs.**

**The stakeholders interviewed have all given positive assessments of the outcomes of their projects.**

**Establishing an enabling environment for civil society has not been formulated as an objective for any of the programmes.**

## 4.3 Effectiveness

### Outcomes

The outcomes of the programmes are diverse. They include: increased quantity and quality of coffee production, access to land, strengthened organizational capacity, capacity of youth groups to participate in local politics, ability of refugees and local communities to set up small businesses. A large proportion of these outcomes can be categorised as empowerment of beneficiaries or rights holders. This includes marginalised groups, like people with disability. A few of the outcomes relate to duty bearers, who have been capacitated to fulfil certain rights. One example is Nepalese school teachers who have been trained under the Felm programme on how they can include children with mental disability in regular school work. Most outcomes are related to service provision rather than to advocacy. In the cases of WWF Finland and Felm, this long-term involvement in partner countries means that achievement of outcomes is built on previous project work as well as on learning from past interventions and experience. In the case of CMI, the outcomes are key stakeholders' use of new conduits and contacts, new skills, and the provision of specialist expertise.

The stakeholders interviewed have all given positive assessments of the outcomes of their projects. The team has confirmed that these assessments are consistent with behaviour of the stakeholders. For example, refugees' positive assessments of the business skills they have learned are confirmed by the observation that they actively apply these skills by starting businesses.

### Capacity development of partners

Based on the ToC for Finland's support to civil society, strengthening the capacity of CSOs is one of the two causal links for achieving the overall objective: a vibrant and pluralistic civil society. The other link between the CSO programme and the overall objective is contributing to an enabling environment for civil society (refer to Figure 3.1). However, establishing an enabling environment for civil society has not been formulated as an objective for any of the programmes. The evaluation has not found any case where a CSO programme has contributed to an enabling environment for civil society (refer also to the discussion of policy coherence in Section 4.6), which means that in practical terms the only way the CSO programme contributes to the overall objective is by strengthening the capacity of CSOs. However, the MFA Civil Society Unit raised the point that collaboration with local authorities may result in enabling environments for CSOs in a way that has not been noticed by the evaluation; since CSO networks in the partner countries, which the partner CSOs have been involved in, may also have contributed to an enabling environment.

The field teams have therefore undertaken overall assessments of how far partner CSOs have been enabled to undertake new tasks or to address new challenges. For a number of programmes this is clearly the case. There are clear indications that the FT programme has strengthened the implementing partners' (cooperatives of coffee producers and their umbrella organisation) capacity to address the consequences of climate change as well as the challenge of involving the younger generation in farming. Likewise, Taksvärkki's programme on

global education in Guatemala has developed the capacity of the partner organization to communicate and exchange experiences with youth in Finland.

Due to its collaboration with FRC, FRC's Liberian partner has developed into an important national NGO. While this NGO receives larger donations from other organizations, FRC has provided reliable multi-year support and has also invested in technical and financial systems.

CMI does not work with implementing CSO partners like the other Finnish CSOs: working in some cases with informal groups, with which it has made contact, providing tools and concepts. However, it is clear that the supported groups, such as those in Moldova, have acquired the capacity to address a number of disputed issues related to trade, which local businesses want to resolve, in a constructive manner.

The Finnish CSOs provide project funding to their partners although this leaves little flexibility for the partners to invest in areas like organizational development, knowledge management or the identification of advocacy issues. It was found that in particular, small short contracts limit the partner CSOs' possibilities for capacity development. The best results were achieved when there was a long-term engagement with a local CSO, treated as a partner able to set its own priorities. In line with this the evaluation of the WWF Finland found that basket-funding to WWF country offices programmes was effective.

None of the Finnish CSOs have provided core funding for their CSO partners although such funding is recognised as an effective means for supporting civil society development. Core funding is based on a strategic plan developed by the CSO itself and is not earmarked for specific activities. Core funding strengthens CSO ownership and gives them the flexibility to manage and prioritise funding, and seems appropriate for advocacy CSOs (OECD 2012 p. 15 and p. 32). CSOs have underlined the need for core funding to allow them independence to set strategic priorities. A number of evaluations document that local CSOs far prefer core funding to project funding (Topsøe-Jensen 2013 pp. 8-9).

## Capacity for Advocacy

Some of the interventions under the programmes have a clear focus on developing capacity for advocacy. The groups supported by CMI have been capacitated to advocate for the settlement of conflicts and for peace. Likewise, Felm has supported small CSOs in Cambodia both through training and support to their networking to advocate jointly for the rights of disabled people. However, some interventions have focussed on developing capacity for service delivery and not on capacity for advocacy. This is the case for the cooperatives and their umbrella organisations supported under the FT programme which have increased their capacity for addressing issues such as crop husbandry and marketing. They have not, however, yet increased their capacity for promoting the interests of coffee farmers in relation to government and other stakeholders. Since strengthened capacity for crop husbandry and marketing does not contribute much to a vibrant and pluralistic civil society, the cooperatives need to interact with other stakeholders and advocate for the interests of their members (and for small coffee farmers in general).

**The Finnish CSOs provide project funding to their partners although this leaves little flexibility for the partners to invest in areas like organizational development, knowledge management or the identification of advocacy issues.**

**None of the Finnish CSOs have provided core funding for their CSO partners although such funding is recognised as an effective means for supporting civil society development.**

**Gender equality is often addressed mechanically by balancing the number of women and men participating in project activities as well as in partner organizations.**

## **Contribution to key cross-cutting objectives**

The cross-cutting objectives of the Finnish development policy (MFA, 2012) are gender equality, reduction of inequality and climate sustainability. These objectives have mostly been addressed when relevant; however, they have been achieved to varying degrees.

The following cross-cutting themes are supported throughout the Finnish CSO programmes: 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 youth and children, and to some extent indigenous people and ethnic minorities. Promoting social equality and women's rights and the development of skills for improved livelihoods was evident in the programmes of the CSOs evaluated.

Gender equality is often addressed mechanically by balancing the number of women and men participating in project activities as well as in partner organizations. There are, however, a few cases where implementation was based on a gender analysis which seems to have led to better results. One of these cases was the Felm-supported project which led to the establishment of village banking schemes that focus on women. Another case is the FT supported programme that has established organisational structures and provided income generating opportunities for women and youth.

Felm's strong programmatic focus on people with disabilities is a good example of an attempt to reduce inequalities. In some cases, it has been rather successful: children with mental disabilities are integrated in the school system in Nepal and, in Cambodia, day care centres for children with physical disabilities operate in public schools. On the other hand, sometimes the assistance to people with disabilities is only financial, as practical ways to empower and integrate them have not yet been identified.

The evaluation of WWF Finland found that there is attention to gender and inequality issues but the capacity to implement the guidelines and human right based approaches is not yet well developed. The link between environmental issues and human rights is still a rather new concept in conservation organizations. More emphasis is needed to make sure that, for example, the income generated by locally controlled forests in Tanzania does not lead to an increase in inequality because the elite capture the benefits.

CMI's project on supporting a stronger role for women in peace processes targeting key mediators from international and regional organisations has increased their capacities to handle issues related to gender and inclusion. This has led to a much stronger role for women in the peace process in the Central African Republic, for example.

Taksvärkki's programme aims at promoting human rights and gender equality in all its projects in developing countries. However, the projects in partner countries have not always been successful in promoting gender equality (Kenya, Mozambique). However, good results have been achieved in Guatemala and Cambodia.

FRC has addressed gender issues in various ways depending on the context. In some cases, they are addressed in training courses; in others, there has been a focus on balancing the number of men and women being trained.

FT is the only organisation which has made a strong effort to address climate change issues. The small coffee farmers in Central America have been hit by coffee rust which has become a severe problem due to increased temperatures. FT is quite successful in building the resilience of small farmers and their cooperatives to climate change and other risks through the introduction of rust resistant varieties and better crop husbandry.

The WWF Finland programme has had a specific focus on awareness raising on climate issues by providing the youth in Nepal with knowledge on conservation, climate change, reduced emissions from deforestation and forest degradation (REDD +) and environmental issues: for example, by providing scholarships to university students as well as the Generation Green activities (mentoring, projects on sustainable development). There has also been support for the development and advocacy of the dialogue to develop an Emission Reduction Programme Idea Note and Programme Document as well as the planting of community forests and support for the installation of household biogas plants and improved stoves. Also Felm supported the provision of improved stoves in all the sampled countries to reduce dependency on firewood. Apart from awareness raising on climate change, climate issues have been lower on the agendas of the other organisations.

### **Partners' benefits from links to their Finnish partner**

The CSOs in partner countries generally regarded the support from the Finnish CSOs as more than financial: indicating that there is an added value from channelling support to CSOs in the South through Finnish CSOs. The partner CSOs have pointed out that their Finnish partners have provided various kinds of technical assistance such as training and coaching for leadership, for advocacy or for fund-raising. The Finnish CSOs have also introduced new concepts like HRBA and cross-cutting objectives in the projects, which have widened their knowledge and fields of expertise. However, it has not just been a one-way transfer of knowledge as the Finnish CSOs have also learned from their dialogue with implementing partners: in some aspects the CSOs in the partner countries are more 'advanced' than their Finnish partners. Undugu, which is implementing the Taksvärkki project in Kenya, has developed advanced methods for empowering marginalised youngsters and Taksvärkki benefits from this expertise.

Partners also benefit from getting to networks and contacts via the Finnish CSOs. One example is FT connecting a major Finnish supermarket chain, Kesko, to Fairtrade cooperatives in Central America to facilitate marketing of Fairtrade certified coffee. Again, this advantage is mutual, as in the process the Finnish CSOs have also gained access to new networks that have expanded their contacts via the partnership. WWF Finland has linked WWF Tanzania and its partner CSO Mpingo Conservation Development Initiative to the Finnish development finance company Finnfund, which has partly funded a study of forestry value chains from community controlled forests in Tanzania.

**Finnish partners have provided various kinds of technical assistance such as training and coaching for leadership, for advocacy or for fund-raising.**

In some cases, CSOs in partner countries mentioned that the partnership with Finnish CSOs was special or that it gave them moral support. This was the case with Taksvärkki's partner, PAMI, in Guatemala: they see Taksvärkki more as a friend who, unlike many other development partners, is not imposing its own agenda. In Tanzania some partners also regarded Felm as different from other donors by being more trustworthy and remaining with them for an extended period of time. Such deep relations further global solidarity, which is one of the objectives of Finnish policy. In Liberia, FRC provided financial support and continuous technical training and assistance to the CSO National Adult Education Association of Liberia (NAEAL). The evaluation found that the relationship between NAEAL and FRC was key to the achievement of NAEAL's goals. In Nepal, WWF Finland has facilitated the collaboration between the WWF Nepal and Nepalese wood workers' trade unions through Trade Union Solidarity Centre of Finland (SASK) which focuses on training the forest workers on decent work and conservation practices. Furthermore, WWF Finland initiated the collaboration between the Family Planning Association of Nepal and the Family Federation of Finland (Väestöliitto) to promote a combination of population, environment and health approaches. This is outside the normal scope of WWF work but this evaluation found the approach beneficial from the point of view of both conservation and the beneficiaries.

### **Test of assumptions of the ToC related to effectiveness**

Two of the assumptions underlying the ToC for Finland's support to CSOs identified in Chapter 3 fall under effectiveness, namely 1 and 3.

1. **Finnish CSOs enable Finnish aid to reach the grassroots, particularly the vulnerable and socially excluded** and that CSOs can use their knowledge of and linkages to the grassroots to raise awareness and educate the Finnish public about development cooperation.

All the CSOs have considerable outreach capacity, with knowledge about and empathy with isolated populations. Felm has been very successful in reaching a number of marginalised groups in remote areas. The evaluation of FRC likened these activities to a very sharp instrument reaching deep into the society to create circles of inclusion.

The activities of CMI may be the exception. Because of the nature of its peace-building activities, CMI is more driven to work with leading groups. Interestingly, though, it does so by being inclusive and ensuring that even the marginalised groups are able to participate in political dialogue. This is done by ensuring that those who have no voice in the formulation of long-term political solutions, and who could be tempted to nurture grievances or even encourage recourse to violence, are given a place at the decision-making table.

This evaluation has not fully covered the work that the CSOs do in communication to the public in Finland. It is, however, clear that they produce diverse materials with important information on programme beneficiaries and the context in which the programmes operate. They also communicate this material through many outlets, including social media, TV, radio and magazines to raise the awareness of the Finnish citizens that are paying for Finland's development cooperation.

3. **Long-term programme partnerships with Finnish CSOs, based on mutually agreed objectives, are the most effective way for Finland to deliver support to CSOs in developing countries and to achieve its civil society objectives.** This assumption is implicit in the precedence Finland gives to its programme-based support over other forms of civil society funding. It also recognises that strengthening civil society and development more generally, is complex and requires long-term effort.

It has indeed been found that committed partner CSOs and long-term cooperation based on mutually agreed objectives are decisive for success. It can be concluded that this is an effective way to deliver support to CSOs in developing countries and to achieve the civil society objectives. However, this evaluation has not applied a comparative approach, so it cannot be concluded that it is more effective than any other way.

## 4.4 Impact

A common feature of all the programmes is that impact has generally not been systematically measured or monitored. (MFA has only recently required that the CSOs use RBM for monitoring and reporting - refer to Chapter 6). One of the difficulties for measuring impact is that the interventions are relatively small scale and it is difficult to estimate how far impacts can be attributed to the partner interventions. The other difficulty is the length of the programme-based support: for five of the evaluated CSOs, programme implementation started only in 2014. This evaluation therefore corroborates the finding of Reinikka and Adams that there is lack of reported evidence of 'results on the ground' (Reinikka & Adams 2015). However, in practice there are results on the ground and the evaluation has found indications of impacts, which vary greatly among the countries and organizations.

The support from WWF Finland has contributed to the momentum for addressing the regional illegal timber trade in East Africa, where important regional agreements have recently been made. WWF Tanzania together with the country offices in Kenya, Mozambique and Zambia has worked for years to understand and expose the illegal timber trade. Since 2012, under their guidance, bilateral agreements have been signed between Tanzania and neighbouring countries. Finnish support contributed significantly to the organization of the 2015 timber trade forum in Zanzibar which resulted in the Zanzibar declaration for curbing the illegal timber trade, signed by five countries (Tanzania, Zanzibar, Madagascar, Kenya, Uganda) at the Durban International Forest Conference in 2015. Task forces between the Tanzanian mainland and Zanzibar and between Tanzania and Kenya have been established and consequently the Zanzibar forestry administration requested WWF Tanzania for assistance in the preparation of new forest policy and law.

Together with other actors CMI contributes to a number of peace processes, where CMI's 'specific fingerprint' on the peace can be difficult to identify. The evaluation has, however, identified CMI's influence in relation to the peace process in the Central African Republic, where the project 'Supporting a Stronger Role for Women in Peace Processes' has led to the stronger involvement of women.

**This evaluation corroborates the finding of Reinikka and Adams that there is lack of reported evidence of 'results on the ground'. However, in practice there are results on the ground and the evaluation has found indications of impacts, which vary greatly among the countries and organizations.**

Although the Central African Republic is male dominated it is now 'becoming a norm' to involve women at various levels in the governance of society. Parliament is currently preparing a Gender Parity Law, which will make it a requirement that women are represented in various political bodies. Thus, due to women's involvement in the peace process, the post-conflict society of the Central African Republic will be quite different from the society before the conflict.

There are many examples of positive impacts of FRC's programme. One example pointed out by refugees in Uganda is that training of refugees leads to more harmonious family and community relations and to much lower levels of conflict in the camps.

It is much too early to measure the impacts of the FT programme in Central America, which has only been implemented for a little more than a year. However, the cooperatives already seem to be evolving into centres for technological and social innovation, which others in the surrounding communities are learning from.

In Taksvärkki's projects in Kenya and Cambodia, the established youth groups (Street Associations, Youth Groups, and Child Protection Groups) have been accepted as integral parts of their societies. In Guatemala, the programme seems to have contributed to changed community attitudes in relation to young people and to authorities' recognition of youth organisations at municipal level. These youth organisations are part of (the local) civil society and their activities contribute to a vibrant and pluralistic society, which is the overall objective for Finland's support.

There are further signs of contributions toward a vibrant and pluralistic civil society. Support from WWF Finland has contributed to an alliance of civil society organisations within the field of environment and natural resource management in Mozambique. The alliance now regularly meets the parliamentary committee for natural resources.

For Felm it has been found that the CSOs studied in Cambodia have networked, advocated and collaborated with many other CSOs inside and outside the country. In Tanzania, the community-based organizations are active in their own communities, while a pastoralist CSO supported by Felm has joined other CSOs in establishing a platform to advocate for pastoralist rights. Networks of community-based organizations supported in Nepal are becoming important actors at district level.

The evaluation sought to identify possible negative impact: for example, tensions in relation to gender harmony within families or between youth and elders, and power relations to traders: however, no negative impact was identified.

## 4.5 Sustainability

### Ownership

Partner organisations have a strong sense of project ownership. They are in the driver's seat, participate in decision making and describe the projects as theirs. In Central America the FT projects are seen by the members as an integral part of the cooperatives' work.

However, not all projects have a local implementing partner. As with FRC in Uganda, in some cases CMI is also directly implementing. However, FRC's staff are mainly Ugandan and partnership with Government and development partners is strong.

Beneficiaries have strong ownership of their project results. Small coffee farmers in Central America, who have learned techniques for addressing plant diseases caused by climate change, or refugees, who have acquired new skills, apply these skills and techniques and describe the achievements as 'theirs'.

### **Organizational, social, cultural, ecological and financial sustainability**

The implementing CSOs in the partner countries have ensured that results are in accordance with the social and cultural context. They are experienced, knowledgeable and conversant with the national and local context, and they are largely capable of solving their own issues. Their capacity has, as mentioned in the section on effectiveness, been strengthened in most cases.

Many established youth associations and networks (in Kenya, Guatemala, and Cambodia) will continue their activities after the termination of the project support due to their commitment and motivation. Official acknowledgement of the Street Associations in Kenya, Youth Groups in Guatemala and Child Protection Groups in Cambodia promote the continuation of the groups even after the funding is reduced or withdrawn.

Financial sustainability of partner organisations is in many cases a weak point. For WWF Finland it was found that country offices will not be financially independent for a long time as fund-raising in the local context is challenging and not yet allowed by WWF international. However, productive enterprises, like the FT cooperatives in Central America, are financially sustainable.

### **Exit strategies**

When relevant, exit strategies have mostly been prepared and implemented. One example is FRC, which has prepared a clear exit strategy for two settlements in Uganda, from where it has started to phase out operations. However, in some cases the implementers have failed to conceptualise and plan for an exit. For example, despite of the fact that most of Felm's projects have been going on for a long time, a deadline has not been fixed and exit strategies have not been prepared.

## **4.6 Complementarity, Coordination and Coherence**

### **Coordination**

The Finnish CSOs and their partners are generally successful in coordinating, networking and sharing information with other development partners. However, in many cases coordination could be improved. Poor coordination is often due to weak mechanisms for communication among local development partners over which Finnish CSOs and their partners have little influence.

**The study on CMI found that there was complementarity with other Finnish instruments, in particular with the multilateral instruments. The other studies found little complementarity even in Finnish partner countries with long-term presence and support from the MFA.**

There is, for example, good coordination in Liberia and Uganda between the FRC project and the United Nations High Commissioner for Refugees (UNHCR) in the camps, where staff participate in monthly meetings and are given access to key UNHCR information. There is openness on the part of UNHCR with FRC operating more as a partner for consultation and as a conduit for information. UNHCR appreciates the presence of an organisation dealing with education.

Taksvärkki works in cooperation with several organisations in Finland including its member organisations, other CSOs and the National Board of Education of Finland. In Kenya the project is well coordinated with other like-minded CSOs and complementary services are provided. There is also cooperation with local authorities.

### **Complementarity**

Complementarity is based on coordination but goes much further: it is the result of an optimum division of labour among the various actors to achieve the optimum use of resources for enhanced aid effectiveness. The ToC for Finland's support to civil society assumes that there is complementarity with other Finnish aid instruments. The second assumption reads:

- 2. Finnish support to CSOs complements Finland's development cooperation with partner country governments, private sector actors and its multilateral development support.**

The study on CMI found that there was complementarity with other Finnish instruments, in particular with the multilateral instruments. The other studies found little complementarity even in Finnish partner countries with long-term presence and support from the MFA. The team was, however, able to identify some cases where the CSO programme has complemented Finland's development cooperation.

For example, WWF Finland's programme support to WWF Tanzania as well as WWF Nepal has provided complementarity to the Finland's development cooperation interventions in the countries. The complementarities and synergies in Nepal were established through collaboration between WWF Nepal's REDD project and the bi-lateral MFA-funded Forest Resources Assessment project, where WWF Nepal provided services for the national forest resource assessment.

In Tanzania MFA supports the Tanzania Natural Resource Forum both through the embassy via the Mama Misititu campaign, as well as through WWF Finland's programme. This has enabled the establishment of platforms and forums (Community Based Natural Resources Management and Community Based Forest Management platforms, East Africa Timber Trade Forum) that would not have been possible otherwise. The forestry sector is an important focal area of Finnish bilateral assistance in Tanzania and the WWF Tanzania work on developing value chains from locally controlled forests together with advocacy on legal timber trade further complements MFA support.

Despite these cases of good practice, there is generally little or no complementarity between the CSO programmes and other Finnish interventions. However, according to recent MFA commissioned evaluations, lack of complementarity is a problem with all aid modalities (Bäck & Bartholomew 2014).

One of the reasons for the poor coordination is that there is no mechanism for coordination in the partner countries where Finnish funds are concentrated and the embassies have no mandate to coordinate with the Finnish CSO programmes. Nonetheless, the MFA Civil Society Unit has pointed out that, based on a broader definition of complementarity where coordination is not a precondition, the CSO programmes are complementary because the CSOs work in locations/ thematic areas/ with beneficiary groups, which Finland's bilateral work does not reach.

## Coherence

According to the policy of Finland's support to civil society, the establishment of an enabling environment for civil society is an important objective to be addressed by the CSOs as well as by MFA. This evaluation has not found any case where the Finnish CSOs and their partners have been able to create more space for civil society, mainly because they are too small. However, there are a few cases where MFA or other aid instruments have contributed to this objective: the platforms and forums in Tanzania mentioned above being one of the rare cases (refer to the evaluation of the WWF Finland programme). However, MFA's other aid instruments are the major actors (because their budgets are large or because they make large investments) with much more leverage than the CSOs.

**This evaluation has not found any case where the Finnish CSOs and their partners have been able to create more space for civil society, mainly because they are too small.**

# 5 CONCLUSIONS AND RECOMMENDATIONS FROM THE STUDIES OF THE CSO PROGRAMMES

## 5.1 Overall conclusion and recommendation

The overall conclusion of the evaluation of the six CSO programmes is that they have achieved valuable results as assessed from the beneficiary level, the programme level and the policy level. The programmes have empowered beneficiaries who value the benefits highly. The objectives of programmes have been achieved to a large extent. The programmes have contributed to the establishment and strengthening of CSOs in the partner countries and there are signs (and in some cases significant evidence) that this has contributed to vibrancy and pluralism in civil society.

The recent MFA budget cuts have forced the CSOs to reduce their activities and to abandon some projects and thus to reduce the positive results of their programmes. It is therefore concluded that the budget cuts are harmful.

**Recommendation 1:** MFA and the Finnish Government should increase the budget for programme-based support to Finnish CSOs.

## 5.2 Conclusions and recommendations based on the six case studies

### Relevance

The programmes of all the six CSOs are in line with the strategies of the organizations and the CSOs are focussing on areas where they have established a comparative advantage. The programmes respond to the needs and priorities of stakeholders and beneficiaries and address a number of their specific rights. Gender sensitivity and inclusiveness are also addressed. The CSO programmes are generally coherent with national policies. However, there are a number of divergences between the programmes and government policies in the countries of operations, which have become issues for advocacy in some of the programmes. Finally, the programmes are well aligned with Finnish Development policy priorities. The main objective of the CSO guidelines (MFA, 2010) is the contribution of a vibrant and pluralistic civil society to democracy and good governance. However, the objectives for Finland's policy for support to civil society, is not reflected in the objectives for all the CSO programmes. Capacity development of partner organizations or of other CSOs in partner coun-

tries does only appear as an objective in some programmes and the establishment of an enabling environment for civil society does not appear in any of the programmes.

It is concluded that the CSO programmes are relevant, though some could be better aligned to Finland's policy to support to civil society.

**Recommendation 2:** The CSOs should ensure that the objectives of Finland's support to civil society are reflected in their programme objectives.

### **Efficiency**

**Cost efficiency:** The implementers of the programmes are cost conscious and it seems that costs related to outputs are within acceptable limits. It has been found that the implementing organisations have applied cost efficient alternatives. It is therefore concluded that the implementation of CSO programmes in the partner countries is cost efficient.

**Management:** The Civil Society Unit of MFA is only involved at the strategic level and leaves the management of the programmes to the Finnish CSOs and their local partners. Trust is a key component of the partnership and due to this, decisions can be taken flexibly and rapidly when needed. It is concluded that governance and management at instrument level is efficient.

Operational management is undertaken by skilled and dedicated project managers in the partner countries to whom adequate power for decision making has been delegated. Finnish CSOs provide support to the implementing CSOs in the partner countries. It is concluded that management at programme and project levels are also efficient.

The programmes of the CSOs are widely spread across continents. The evaluation has considered whether MFA would achieve greater efficiency by grouping the interventions and concentrating resources in specific regions or on specific themes. However, this would run counter to the wealth of experience and relations which the CSOs have developed over the years. It is therefore concluded that the position taken by MFA, which is to support and empower the CSOs rather than direct them under foreign policy priorities, is efficient.

Some CSOs find that the feedback from the MFA Civil Society Unit is insufficient. They would prefer more thorough feedback on substantial issues they report to MFA. It is concluded that there is a need to strengthen the dialogue between the MFA and the CSOs.

**Recommendation 3:** MFA's relevant sectoral advisers should participate in substantive discussions with the CSOs. At the next annual consultation each CSO should, furthermore, define the kind of feedback they need from MFA. Based on this and the MFA's capacity for response, guidelines for dialogue and response should be prepared.

**Monitoring and evaluation:** The field studies found that the quality of the M&E systems varied widely. Some CSOs had good systems although programme monitoring and reporting was in many cases mainly focused on activities and outputs. Outcomes and impacts were hardly reported. The evaluation studies commissioned or undertaken by the CSOs were of uneven quality. A few evaluations have provided feedback on results, which has been useful for learning.

However, most evaluations did not assess higher order results systematically. The Component 2 study conducted in Finland found that the M&E systems were being upgraded and that all CSOs were establishing RBM systems. It is concluded that although the M&E systems were inefficient they are now being upgraded.

**Recommendation 4:** The CSOs should continue their work on strengthening M&E systems and should aim at managing for results. As part of this, the CSOs should develop a standard Terms of Reference for evaluations following the OECD/DAC criteria.

*Identification and management of risks:* There is a wide variation in the way risks are treated. Some programmes have sophisticated systems, but often risk management in the CSOs is based on their contacts on the ground, and relations with well-known partners with deep local knowledge. It is concluded that this is sufficient for the environments in which the CSOs operate. Strong awareness of risks and flexible management often compensate for the absence of formal risk management.

*Human rights principles in the implementation of the programme:* Human rights principles have in most cases been well integrated in the planning and implementation of the programmes. Typically, marginalised rights-holders have been given a voice when projects are planned and there has been a focus on empowering them to claim their rights. Thus, participation is in most cases well addressed by the Finnish CSOs and partners. Transparency and accountability have, however, in many cases been less well integrated. It is concluded that human rights principles are generally well integrated in planning and implementation of the programmes.

## Effectiveness

*Assessment of outcomes:* The outcomes of the programmes are diverse. However, a large part of them can be categorised as empowerment of beneficiaries or rights holders. The stakeholders interviewed have all expressed positive assessments of the value of the outcomes.

*Capacity building of CSO partners:* In some cases, little capacity development has been achieved. The project funding from Finnish CSOs leaves little opportunity for their partners to invest in organisational development. Small value and short-term contracts for implementers lead to limited organisational capacity building. The best results have been achieved in the cases where there is a long-term engagement with a local CSO, treated as a partner with the ability to set its own priorities. None of the Finnish CSOs have provided core funding for their CSO partners though core funding is recognised as an effective means for supporting civil society development. It is concluded that capacity building of CSO partners could be improved.

**Recommendation 5:** The Finnish CSOs should provide more core or basket funding to their CSO partners to enable them to develop increased independence in relation to their own priorities.

*Contribution to key cross-cutting objectives:* The cross-cutting objectives of the Finnish development policy are gender equality, reduction of inequality and cli-

mate sustainability. These cross-cutting objectives have mostly been addressed: but have been achieved to varying degrees.

Gender equality is often addressed mechanically by balancing the number of women and men participating in project activities. There are, however, some cases where implementation was based on a gender analysis, which seems to have led to better results.

FT and WWF Finland have specifically addressed climate issues. Climate issues have been lower on the agenda of the Finnish CSOs although in some cases they have increased awareness of climate change.

It is therefore concluded that the contribution to cross-cutting objectives is sufficient.

*CSOs in partner countries' benefits from links to Finnish CSOs:* The CSOs in partner countries generally regard support from the Finnish CSOs as more than merely financial. They point out that their Finnish partners have provided various kinds of technical assistance, introduced new concepts, and facilitated access to networks. It is concluded that there is a value added from channelling funds to Southern CSOs through Finnish CSOs.

*Test of assumptions of the Theory of Change related to effectiveness:* All the CSOs have considerable outreach capacity, with knowledge of marginalised populations. This corroborates the first assumption of the ToC for Finland's support to civil society, Finnish CSOs enable *Finnish aid to reach the grassroots, particularly the vulnerable and socially excluded.*

Committed partner CSOs and long term cooperation based on mutually agreed objectives are decisive for success. It is therefore concluded that this evidence strengthens the third assumption of the ToC: *Long-term programme partnerships with Finnish CSOs, based on mutually agreed objectives, are the most effective way for Finland to deliver support to CSOs in developing countries and to achieve its civil society objectives.* However, as the evaluation has not studied a range of other kinds of partnerships, it cannot be concluded that long-term partnerships based on mutually agreed objectives is the most effective approach.

## Impact

Based on a number of indications and some evidence it is concluded that the programmes have shown signs of a positive impact although this impact has not been systematically measured, monitored nor reported. It is concluded that the programmes are having a positive impact.

**Recommendation 6:** The CSOs should develop modalities within their M&E systems to improve the identification and reporting of the impact of their programmes.

## Sustainability

CSOs in the partner countries, are in the driver's seat and describe the projects as theirs. They have ensured that results are in accordance with the local social and cultural context. However, although some of them are financially sustainable, in many cases funding is still a weak point. Also beneficiaries have strong

ownership of the results and they will in many cases sustain these achievements. Climate change is addressed by some programmes and less so by others.

It is therefore concluded that overall sustainability of the result of the programme is reasonable.

### **Coordination, complementarity and coherence**

**Coordination:** The Finnish CSOs and their partners are generally successful in coordinating, networking and sharing information with other development partners, though there is still room for improvement. It is therefore concluded that the coordination is generally good.

**Complementarity:** There is generally little or no complementarity among the CSO programmes and other Finnish interventions. Partly this is because there is no mechanism for effective communication in the partner countries where Finnish development interventions are concentrated. It is therefore concluded that the second assumption for the ToC for Finland's support to civil society, *Finnish support to CSOs complements Finland's development cooperation with partner country governments, private sector actors and its multi-lateral development support*, is not valid.

**Recommendation 7:** MFA and the Finnish embassies in countries where Finnish development interventions are concentrated should set up mechanisms to improve complementarity, coordination and coherence with the Finnish CSOs.

**Coherence:** The evaluation has not found any case where CSOs have been able to contribute to the creation of an enabling environment for civil society, mainly because they lack leverage, largely because of their small size. In a few cases other aid instruments with more leverage have contributed to this objective. It is therefore concluded that the major actors with large budgets have largely missed opportunities for contributing to the establishment of an enabling environment for civil society.

**Recommendation 8:** MFA should ensure that major Finnish actors, like bilateral sector programme support, contribute to creating an enabling environment for civil society; by establishing mechanisms and space for dialogue among stakeholders (committees for consultation on major investments, committees for monitoring how public budgets are spent) where CSOs are invited and recognised as legitimate actors.

### **Strategy for Finland's support to civil society**

The programmes have in many cases built capacity for service delivery. However, strengthened capacity for service delivery does not necessarily contribute much to a vibrant and pluralistic civil society. The organisation in question needs to interact with other stakeholders and advocate for the interests of the members or for marginalised groups to contribute effectively to a vibrant and pluralistic civil society.

The MFA Guidelines for Civil Society in Development Policy do not require Finnish CSOs to abandon the provision of basic services and does not conceptualise the relation between service delivery and advocacy. Thus, some programmes

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have focussed on service provision; some have focussed on building capacity for service provision of CSOs. However, only few programmes have focused on building a capacity for advocacy, which is a precondition for making an effective contribution to a vibrant and pluralistic civil society. One of these is Felm, which has developed the advocacy capacity of partner CSOs.

It is therefore concluded that the MFA Guidelines do not provide clear guidance as to how the overall objective of Finland's support to civil society can be achieved.

**Recommendation 9:** MFA should ensure that an updated strategy for Finland's support to civil society provides clear and unambiguous guidance on how service delivery and capacity building of CSOs are to contribute to the overall goal for support to civil society. This should include conceptualising how service provision can be targeted to achieve this overall goal.

## 6 RESULTS-BASED MANAGEMENT OF THE PROGRAMME

This chapter addresses the two main evaluation questions for Component 2 of this evaluation: “Do the current operational management mechanisms (programming, monitoring, managing, evaluating, reporting) in the CSOs support the achievement of results?” and “Have the policies, funding modality guidance and instructions from the MFA laid the ground for results-based management?”

The field studies assessed the management mechanisms applied by the six CSOs over the evaluation period (2011-2015) and found that monitoring and reporting often focussed on activities and outputs. However, the evaluation also found that CSOs were in the process of improving operational mechanisms. This chapter draws from a specific survey, carried out by the team, directed at the current operational management mechanisms of all 22 CSOs receiving programme-based support (Component 2).

### 6.1 Application of RBM among all 22 CSOs receiving programme based support

The team has assessed the RBM systems and approaches of all 22 CSOs receiving programme based support from MFA. The assessment, further described in Annex 5, was based on the following:

- Analyses of RBM documentation including MFA’s guidelines and documentation of the present process of developing the concept for results reporting, RBM tools of the CSOs, programme documentation (programme plans, annual reports) and a sample of project documentation (project plans, annual plans and annual reports) (Annex 6).
- Interviews / focus group discussions with 11 of the 22 CSOs receiving programme based support (Annex 3).
- Guided self-assessments on RBM in the CSOs receiving programme based support.
- Verifications based on the six CSO evaluations.

It was found that monitoring and reporting within the Finnish CSOs and their partner organisations in developing countries was activity and output oriented. However, all the CSOs have now established, or are in the process of establishing, results-oriented monitoring and reporting systems; some systems are more advanced than others. Over the last 2-3 years, all CSOs have applied some RBM related method, mostly the Logframe Approach (LFA) at project level. At programmatic level, some CSOs have longer experience with programmatic RBM

**Over the last 2-3 years, all CSOs have applied some RBM related method.**

(for example, Finn Church Aid and the CSOs being part of larger international networks). However, for most of them the programmatic approach to RBM is a recent challenge. The CSOs with the longest experience of collaboration with MFA are now developing their RBM systems towards more holistic management mechanisms.

The 22 CSOs regard RBM as a management approach encompassing operational management as well as programming and planning, monitoring, evaluation and reporting. In addition, the CSOs need information on results for communication to members and supporters as well as to the general public.

All CSOs are in the process of establishing clear objectives/results based targets for their work and generally their programme objectives are now based on their strategy and/or mission. Even if some of the programme objectives are still vague, there has been a major shift towards programmatic RBM. Project-level objectives (applying LFA, Results Chain and/or Outcome Mapping methods) are also set, either by the partners (and validated by the Finnish CSO), or through a participatory process with the partners.

The CSOs set indicators for monitoring. However, in most cases the logic between the objectives and indicators needs to be improved. Projects are monitored through various processes including project teams (i.e. implementing partner organizations), internal monitoring processes, supported by regular communication as well as by monitoring visits from the Finnish CSO's headquarters. Some partnership CSOs have regional and/or country representatives who undertake more frequent monitoring. Short-term (usually quarterly) monitoring focuses on activities and the use of resources whereas annual monitoring has elements of qualitative analyses and more focus on results. Consequently, quarterly reports focus on activities and inputs (including financing), whereas annual reports include statistics on outputs and describe cases of results at higher levels. The CSOs are developing their programmatic reporting towards a stronger results focus. The improved systems will first be applied to the 2015 annual reports for. For most CSOs, the 2014 programme annual reports were still lacking quantitative data on results, but if the new systems are applied in full, the 2015 and especially the 2016 reporting should include more quantitative data on results.

Projects report either using the templates of their partners, or the Finnish CSO's forms. The information from project-specific reports is synthesized in programme level reports; the annual reports being the key documents. For most CSOs, reporting is first of all targeted at the CSO's own management; usually the same report is then submitted to MFA although some CSOs prepare separate reports for MFA.

Evaluation is, to varying degrees, part of RBM in all 22 CSOs. Some of the large CSOs have strict and systematic procedures and work plans for evaluations, while the smaller CSOs conduct evaluations on a case-by-case basis. Some CSOs prefer self-evaluations due to their internal learning potential, while others contract external consultants. The quality of the evaluations is uneven, partly because it is difficult to find competent evaluators. Some evaluations provide a good basis for learning, while others hardly include assessments of results at the higher levels of the results chains.

**In most cases the logic between the objectives and indicators needs to be improved.**

The CSOs have procedures for processing and acting upon information from the M&E systems: for example, the preparation of management responses on evaluations, back-to-office reporting after field visits, workshops with project staff. The largest CSOs and those under international umbrella organizations have the most formal and comprehensive systems.

## 6.2 The RBM tools applied

Table 6.1 shows that CSOs apply different tools for RBM. Three key models may be identified:

- CSOs part of international networks (FT, WWF Finland): These CSOs base their RBM application to a great extent on the systems applied within the CSO's international network or umbrella organization.
- “Independent” Finnish CSOs (Felm, SASK): These organizations have developed their own organization-specific RBM systems.
- Foundations (Abilis, Siemenpuu): As the foundations mainly channel funding to projects through calls of proposals, RBM for them is tied with fund management.

Some combinations of these three basic models are also applied. For example, Finn Church Aid has an international peer network which has developed the RBM system with some elements of Finn Church Aid's RBM derived from this global network.

**Table 6.1: RBM-methods of the CSOs**

<b>CSO</b>	<b>RBM method</b>	<b>Comment</b>
<b>Abilis Foundation</b>	Elements of LFA (Logical Framework Approach)	Abilis supports mainly small groups of disabled persons – some of them illiterate – whereby strict RBM has not been relevant. However, Abilis has a strong HRBA focus.
<b>Crisis Management Initiative (CMI)</b>	LFA, Results Framework, ToC	CMI is now developing a Theory of Change to strengthen its RBM and replacing the programme level LFA with a rather similar Results Framework
<b>Demo Finland</b>	LFA and ToC	Demo Finland is in the process of developing a programme level ToC
<b>Disability Partnership Finland</b>	LFA and Outcome Mapping	DPF has started to apply Outcome Mapping to strengthen the HRBA approach
<b>Fairtrade Finland (FT)</b>	LFA	LFA is applied at programme and project levels
<b>Fida International</b>	LFA	LFA is applied at programme and project levels
<b>Finn Church Aid</b>	LFA and Finn Church Aid's own Framework for Change for programme level	The Framework for Change is an adaptation of the ToC methodology.
<b>Felm</b>	LFA and Results Chain	Results Chain is applied at programme level, LFA in projects
<b>Finnish Red Cross</b>	LFA and Results Chain	Results Chain is applied at programme level, LFA in projects
<b>Finnish Refugee Council (FRC)</b>	LFA, Pathways of Empowerment and ToC	Pathways of empowerment is being introduced. Programme-level ToC is under preparation
<b>Frikyrklig Samverkan</b>	LFA	LFA is applied at programme and project levels
<b>Kehys</b>	LFA	Elements of LFA are applied at programme and project levels.
<b>Kepa</b>	Outcome Mapping	Kepa applies several elements of Outcome Mapping in its RBM
<b>KIOS Foundation</b>	LFA	KIOS applies the principles and key elements of LFA, not the full package
<b>Plan International Finland</b>	Specific Results Matrix and Child Centred Community Development approach	The Child Centred Community Development approach is fundamental to Plan's approach while the LFA-type of Results Matrix forms the practical RBM framework
<b>SASK (Trade Union Solidarity Centre)</b>	Combination of several methods: LFA, ToC, and Results Chain	LFA has been the key method of SASK, but SASK is now developing its ToC for programme level RBM. The Results Chain method is used for global education.
<b>Save the Children Finland</b>	ToC, LFA and Child Rights Programming approach	The Child Rights Programming is the organisation's approach while ToC-based LFA forms the RBM mechanism
<b>Siemenpuu Foundation</b>	Elements of LFA, Results Chain and Outcome Mapping	The organisation combines methods
<b>International Solidarity Foundation</b>	Elements of LFA, Results Chain and Outcome Mapping	The combination of methods is due to the organisation's role as a foundation
<b>Taksvärkki</b>	Outcome Mapping and LFA	Outcome Mapping is used for programmatic RBM and is gradually replacing LFA at project level.
<b>World Vision Finland</b>	LFA	World Vision has developed an approach called LEAP (Learning through Evaluation with Accountability and Planning), which includes LFA for planning and monitoring.
<b>WWF Finland</b>	LFA	LFA is used both at programme and project levels

Source: The Evaluation Team

**Two different approaches were seen: a 'traditional' approach based on LFA or similar approaches and a new bottom up approach.**

### 6.3 Remaining challenges

The key challenge is to establish a results-oriented organizational culture for the Finnish CSOs as well as for their partners in developing countries. Changing the organizational culture towards stronger results-orientation takes time, particularly in partner organisations where the organizational culture has been activity and output oriented.

The review of the 2014 annual reports and a sample of projects revealed that the aggregation of data is also a major challenge. The wider the scope of a CSO's operations, the more difficult it is to collect and synthesize aggregated results data. Consequently, some of the Finnish CSOs have recently defined common indicators for all projects to improve the possibilities for aggregating data. However, some CSOs are reluctant to impose indicators because they respect the independence of their partners and want to preserve their ownership to the projects they implement. It has been easier to define measurable indicators for concrete services (for example, construction of water supply and sanitation, systems, training of teachers, construction of schools) than for empowerment and capacity building of civil society organisations. In addition, as baselines are often lacking, it is sometimes not possible to measure change.

Programme annual reports of most partnership CSOs lack quantitative data on results. Quantitative data mainly refer to outputs (such as. number of water points, persons trained). At outcome level, reports from 2014 provide mainly narratives on achievements; lacking quantitative information.

### 6.4 Good practices for supporting achievement of results

The field evaluations of the six CSOs found that, despite the various challenges, these CSOs are developing systems for supporting RBM. Two different approaches were seen: a 'traditional' approach based on LFA or similar approaches and a new bottom up approach. For example, Felm and FT are implementing good practices based on the traditional approach. Felm is currently developing RBM at programme level together with a completely new result chain. FT has established operational management mechanisms supporting the achievements of results, which are good practice: however, the FT programme is still at a very early stage.

Two of the six CSOs (Taksvärkki and FRC), are establishing management mechanisms that break away from the conventional top-down mechanisms based on LFA or similar approaches like results chains. Taksvärkki uses outcome mapping: an approach focussing less on outputs and predefined indicators and more on the behavioural changes in beneficiaries and stakeholders affected by the project as identified and observed in the field by project managers. Consequently, an outcome mapped project report focuses less on the project's physical progress and more on the project's influence (both deliberate and unintended) on the target population and other stakeholders. Pathways of empowerment, which are being introduced in FRC's programme, are a similar approach. These are tools applied in a bottom-up manner as they facilitate field managers'

systematic identification and analysis of results and thus provide a flexible basis for managing for results.

Traditional monitoring based on LFA tends to turn field managers and field staff into survey managers and enumerators: collectors of data to measure indicators that have been defined at the headquarter of their organization or even by foreign funders. Involvement in such a data collection process does not give operational managers much scope for learning. This contrasts with outcome mapping and pathways of empowerment which are analytical tools to be used by project managers and field staff who define the changes to be achieved and who measure how far these changes are actually achieved. Based on this they can decide on what adjustments have to be made. In addition, giving managers who take operational decisions control over planning, monitoring and learning tools like outcome mapping and pathways of empowerment may lay the groundwork for a successful results-oriented culture.

The traditional LFA-based monitoring methods define quantitative indicators that can easily be aggregated at programme level. However, reports based on outcome mapping and pathways of empowerment tend to contain more case studies (critics would call them anecdotal evidence) than the more traditional and difficult measurement approaches based on LFA. Thus, accountability becomes a challenge when bottom up-approaches are used for programming and monitoring.

## 6.5 Has MFA laid the ground for results-based management?

MFA's programme-based support to CSOs gives them freedom as to how they implement their development cooperation programmes. Relations are built more on trust than on control functions. The MFA Civil Society Unit receives annual reports covering the previous calendar year sometime between May and September, depending on the CSO. The Civil Society Unit undertakes field visits, which are useful for substance-related discussions. However, a desk officer only undertakes one or two trips per year to the programmes for which he or she is responsible.

The annual consultation is the main forum for discussions between CSOs and the MFA Civil Society Unit. It is a meeting which takes place in December or January where the annual report for the recently ended calendar year is presented and discussed together with the annual plan and budget is discussed and where the two parties update each other on recent developments.

The timing of the consultations is not well synchronised with the project or programme cycle: It is conducted 3-4 months after the CSOs have prepared their annual plans (and submitted them to MFA) and this limits the possibility to take account of issues raised during of the consultations. Furthermore, several CSO have stated that they would prefer to have deeper substantive discussions with MFA at the annual consultations. There is generally a lack of dialogue between the CSOs and the MFA. The CSOs are in some cases slightly worried about getting no or little feedback when substantive information like evaluation reports are forwarded submitted to the Civil Society Unit.

**Traditional monitoring based on LFA tends to turn field managers and field staff into survey managers and enumerators.**

**Because the CSOs have selected different RBM systems it will remain difficult to aggregate the results achieved by all the CSOs**

MFA needs information for upward accountability. The CSOs are accountable to MFA, and MFA is in turn accountable to Parliament and to Finnish citizens. Results data is also needed when reporting on various EU and global processes. At the moment, this is hardly possible. There are two major problems: (1) the reports from the CSOs deal more with activities and outputs than with the results achieved and (2) achievements at the higher end of the results chain are reported as specific case studies, that are difficult to aggregate within one programme and almost impossible to aggregate across the different programmes.

The MFA Civil Society Unit emphasized the need for RBM at the annual consultations with the CSOs that took place December 2014 - January 2015. Furthermore, in 2015 MFA published the generic guideline, Results-Based Management (RBM) in Finland's Development Cooperation - Concepts and Guiding Principles to strengthen the application of RBM since various evaluations had indicated weaknesses in this respect.

As mentioned above RBM systems are currently being established by all the 22 CSOs receiving programme-based support from MFA. The team believes that the instructions from MFA contributed to this development. However, MFA has not been providing specific guidance on how to establish their RBM systems. Thus, the CSOs have been able to select their own RBM methodologies and approaches. Because the CSOs have selected different RBM systems it will remain difficult to aggregate the results achieved by all the CSOs. This leaves MFA with the continuing challenge that it will be difficult to report adequately on the results of the programme-based support through Finnish CSOs.

Evaluation studies can supplement the reporting from the CSOs. This evaluation along with the other evaluations of CSO programmes that are now being undertaken represent a way of getting credible information for accountability as well as for learning. However, evaluations are currently not undertaken systematically. A joint programme for evaluation comprising evaluations of projects and programmes as well as thematic evaluations and including evaluations commissioned by the CSOs themselves as well as by the MFA would yield more systematic information for learning as well as for accountability. w

## **6.6 Conclusions and recommendations from assessment of RBM in MFA and the CSOs receiving programme-based support**

The evaluations of the development cooperation programmes of the six CSOs found that in some cases operational management mechanisms did not provide adequate support for the achievement of results in the evaluation period (2011-2015). However, the CSOs are in the process of establishing better RBM systems. The study of RBM in all the 22 CSOs (Component 2) found that all these CSOs receiving MFA programme-based support have established, or are in the process of establishing, systems that support achievement of results. Two approaches can be distinguished: a traditional approach based on LFA or a similar framework and bottom-up systems based on outcome mapping or pathways of empowerment. The latter has a great potential for developing a results-

oriented culture, although the data they produce are difficult to aggregate to programme level.

The establishment of RBM systems is partly due to instructions from the Civil Society Unit of MFA and partly due to a felt need among the CSOs themselves. The implementation has been in line with the modality of the programme-based support in that CSOs are able to select their own systems, some of which are bottom up and with a potential to establish a culture of RBM within the Finnish CSOs and their partners.

Aggregation of data from the different M&E systems of the CSOs will be a challenge. However, evaluation studies can supplement the reporting from the CSOs. A joint programme for evaluation comprising evaluations of projects and programmes, as well as thematic evaluations commissioned by the CSOs as well as by MFA would ensure more systematic information from evaluations.

It is concluded that MFA has contributed to the groundwork for results-based management of the CSOs but that the aggregation of results at the overall instrument level will be a challenge. However, systematic evaluations could provide stakeholders with credible information that will enable them to learn.

**Recommendation 10:** MFA and the CSOs should prepare a joint programme for the evaluation of the CSO development cooperation. The programme should include joint thematic evaluations as well as evaluations of specific projects and programmes commissioned by MFA and the CSOs. The programme should include one or two meetings per year where the evaluations can be discussed and the lessons learned identified. The programme should be rolling and updated annually.

The annual consultations which are a primary mechanism for dialogue between MFA and the CSOs are conducted 3-4 months after the CSOs have prepared their annual plans. It is concluded that the timing of the annual consultations should be linked to the planning cycles of the CSOs.

**Recommendation 11:** The annual consultations should be conducted when the draft annual reports of the CSOs are available (May-September) to ensure that the issues discussed can be taken into account by the CSOs when preparing their work plans for the following year. The formal approval of the final annual report should be arranged separately, for example, by written communication.

**The establishment of RBM systems is partly due to instructions from the Civil Society Unit of MFA and partly due to a felt need among the CSOs themselves.**

## 7 LESSONS LEARNED

- 1. Capacity development of civil society organisations is most effective when the civil society organisation in question is in the driver's seat and able to develop according to its own priorities. It is a process that takes a long time, and capacity development requires considerable resources for training, coaching, provision of various tools and strategy development.**

This lesson is well-known to practitioners in the field of civil society development and beyond. The FT projects in Central America have taken this lesson into account: the partner CSOs set the priorities and the projects focus on capacity building. The FT programme comes close to core funding of the partner CSOs. However, none of the programmes provides core funding although this is recognised as an effective way to enable partner CSOs to develop according to their own priorities.

Nevertheless, the lesson is not taken fully into account. The evaluation has encountered cases where CSOs have not been provided with resources for developing their own priorities, as well as identifying projects that are too small to make a real difference CSO capacity building.

Furthermore, the current MFA funding period of three years is not in accordance with the principles of this lesson: which is that the capacity building of partner organisations is a long-term process. The same point applies to empowerment processes, attitude changes, introduction of methods for sustainable management of natural resources).

- 2. Long-term engagement, understanding of local conditions and careful selection of committed partner CSOs are essential for achieving planned results.**

This is a lesson that is well-understood by the Finnish CSOs. Based on their long-term presence and on the use of networks they have been able to select partners with committed staff willing to work long-term with marginalised people in remote areas. The evaluation has not encountered any examples of de-politicised or 'modern NGO' (as described in Section 2.4) among the partners of the Finnish CSOs.

- 3. MFA's delegation of responsibility for management to Finnish CSOs combined with a high level of trust between the parties (based on the Nordic tradition) is the basis for an efficient modality where the CSOs have freedom to develop their programmes (including freedom to develop their own RBM systems) and where strategic decisions related to adjustment of objectives as well as of budgets and plans are taken flexibly and rapidly.**

A number of previous evaluations have pointed out the inefficiency of MFA in creating an organisational environment conducive to RBM and developing a results culture. However, this evaluation concludes that the MFA Civil Society Unit and the CSOs receiving programme-based support have established an efficient modality. Management is appropriately delegated by MFA to the CSOs

where a culture for managing for results is needed and is being established. However, there are challenges related to providing data on results to MFA in respect of upward accountability: however, not for management in the narrow sense of the word.

- 4. The people-centred approaches applied by the CSO programmes are effective tools for involving beneficiaries and stakeholders in planning and implementation and for empowerment them. Furthermore, the people-centred tools facilitate the application of human rights principles.**

This lesson is well-known to and is followed by all the evaluated CSOs. It is specifically mentioned because it helps to explain why the development cooperation programmes of the CSOs have been successful.

- 5. There is a trade-off between creating a culture of RBM and getting an overall picture of a programme (or a number of programmes) based on quantifiable indicators. A culture of RBM is most effectively created by using bottom up approaches where field workers and managers learn from identifying changes and identifying links between short-term and long-term results. However, although such approaches are appropriate for producing case studies of changes although not at creating and capturing quantitative data that can be easily aggregated. Measuring appropriate predefined indicators does, on the other hand, reduce field staff and field managers to enumerators and collectors of data from which they are not likely to learn much.**

The CSOs seem not to be fully aware of the implications of applying the various methods. Quite a few apply the traditional LFA with predefined indicators without fully recognising the potential of bottom-up approaches for establishing a culture focussed on results.

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# THE EVALUATION TEAM

**Ole Stage** is a sociologist with more than 30 years of experience from international development cooperation. He has undertaken long-term assignments focussed on agricultural development, data collection and processing, and capacity building in Mozambique for the FAO and for the Danish NGO, Ibis, and in The Gambia for African Development Bank. He has been a researcher at the Danish Centre for Development Research (now part of the Danish Institute for International Studies), where he has conducted studies on agricultural development of Mozambique. For the past 20 years he has undertaken more than 80 assignments in Africa, Asia and Latin America as a short-term consultant. As part of this he has headed 15 major evaluations within the fields of civil society development, rural development and agriculture, governance and conflict management.

**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.

**Emery Brusset** specialises in evaluations of social development interventions and impact investments, with a focus on complex environments - either fast moving, or conflictual. After a brief career in UN humanitarian missions in Iraq, Bosnia, Sudan and Rwanda, Mr Brusset became an independent evaluation consultant in 1994, working for Governments, the UN and NGOs, and progressively developing social assessments for the private sector (primarily oil and gas, mining, and consumer goods). He has participated in 80 evaluation assignments, has published on the subject in peer reviewed publications, and facilitated many training courses. He established Channel Research in 1998. He is now the Director of Social Terrain, supporting projects that demonstrate both a social impact and a financial return. Mr Brusset is a French national and a graduate of Yale University and the London School of Economics.

**Tania de la Rosa** is a biologist with 15 years of experience in development cooperation, working on sustainable management of natural resources. She has continuously worked for MFA funded programmes since 2001 as project manager, team leader, evaluator and specialist in forest conservation, rural development, agriculture and the provision of opportunities for vulnerable groups. She has participated in the evaluations and appraisal of projects in Latin America and has managed bi-lateral and regional programmes with multidisciplinary teams. She has relevant long- and short-term working experience from Bolivia, Ecuador, Kenya, Nicaragua, Peru and Venezuela. Her professional carrier includes more than 10 years of experience as an ecologist and researcher investigating the responses of plants to environmental signals. Dr de la Rosa is a permanent employee of NIRAS Finland since 2008.

# ANNEX 1: TERMS OF REFERENCE



ULKOASIAINMINISTERIÖ  
EVA-11

TERMS OF REFERENCE EVALUATION UH2015-018499  
2.10.2015  
V 5.0

UHA2015-018508, 89892638

## 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.

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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

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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). Kefa 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-

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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

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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 CSO's 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

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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.

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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.

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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 **31<sup>st</sup> 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)

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- 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

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## 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>

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## 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
<b>RELEVANCE</b> 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 documentation 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"> <li>The extent that a range of CSOs are supported in terms of geography, theme, target group, approach (pluralism)</li> <li>The extent that the support promotes active citizenship, debate and local ownership (vibrancy)</li> </ul> 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
<b>EFFICIENCY</b> <b>EQ 2. How are the resources/inputs (funds, expertise, time, etc.) converted to outputs?</b>	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"> <li>• Advocacy efforts at country level</li> <li>• Strengthening of resource mobilisation, organizational development, governance, competence and democratic values</li> <li>• The provision of basic services</li> <li>• Communication, advocacy and education efforts in Finland</li> </ul>	Document review, systematic interviews with the beneficiaries, other interviews	Programme strategies, reports; partner CSO staff; beneficiaries
	2.1. 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?	<p>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</p>	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?	<p>Availability of risk assessment tools; identification of major risks and possible measures taken for handling them.</p>	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
<b>EFFECTIVENESS</b> <b>EQ 3. What are the outcomes of the CSO programmes?</b>	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
<b>IMPACT</b> 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
	5.1. To what extent do partner organizations and beneficiary groups have ownership of the project(s)?	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  The extent that partners take own initiatives to address problems. The extent that the Finnish CSO funding to partner organizations constitutes core support  The extent that partners describe programme as theirs	Interviews, document review	Staff of Finnish CSOs and partner CSOs; stakeholders
<b>SUSTAINABILITY</b> EQ 5. How far do the stakeholders have ownership and capacity to sustain the achieved results?	5.2. What is the organizational, social, cultural, ecological and financial sustainability of the CSOs programmes?	Effective use of social, cultural environmental or financial guidelines  The extent that organizational capacities, including management, administration and governance, have been developed	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?	Documentation of the implementation of an exit/sustainability strategy.  Level of own fund raising	Document review  Interviews	Project documents, Final reports, Annual reports; partner CSO staff
	<b>COMPLEMENTARITY, COORDINATION AND COHERENCE</b> EQ 6. How and to what extent has the programme complemented and/or coordinated interventions?	6.1. To what extent have CSOs' programmes been communicated to and/or coordinated with other CSOs, donors and other development partners?	The extent where the exchange of information among CSOs, donors and other development partners is  Cases of coordination with other CSOs and development partners.	Interviews
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

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# ANNEX 3: PEOPLE INTERVIEWED

## FINLAND

### Ministry for Foreign Affairs of Finland

Anu Ala-Rantala, Senior Officer, Unit for Civil Society

Katja Hirvonen, Programme Officer, Unit for Civil Society

Elina Iso-Markku, Programme Officer, Unit for Civil Society

Riikka Miettinen, Senior Officer, Unit for Development Evaluation

Jyrki Nissinen, Director, Unit for Civil Society

Riitta Oksanen, Senior Advisor, Unit for Development Evaluation

Jyrki Pulkkinen, Director, Development Evaluation

Tessa Rintala, Programme Officer, Unit for Civil Society

Mirja Tonteri, Senior Officer, Unit for Civil Society

Mika Vehnämäki, Senior Economic Adviser, Department for Development Policy

### Civil Society Organizations

Marjo Heinonen, Executive Director, Abilis Foundation

Hisayo Katsui, Abilis Foundation

Rea Konttinen, Project Coordinator, Abilis Foundation

Ville Brummer, Programme Director, Crisis Management Initiative

Oskari Eronen, Manager (Planning, Monitoring and Evaluation), Crisis Management Initiative

Teemu Sokka, Program Manager, Fairtrade Finland

Jouni Hemberg, Director, Finn Church Aid

Marja Jörgensen, Director, Program and Organization Development, Finn Church Aid

Leena Kumpulainen, Head of the International Programme, Finnish Refugee Council

Massimo Lanciotti, Adviser, Finnish Refugee Council

Nea-Mari Heinonen, Development Cooperation Coordinator, Felm

Katri Leino-Nzau, Director of Development Cooperation, Felm

Sirkka Pohja, Financial Coordinator, Felm

Rolf Stefansson, Acting Executive Director, Felm

Outi Hannula, Kepa ry

Timo Lappalainen, Director, Kepa ry

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Kaisu Tuominen, Programme Adviser, Kepa ry  
Eeva Ervamaa, Plan International Finland  
Anton Hausen, Head of Programmes, Plan Finland International  
Jukka Pääkkönen, Communications Manager, SASK  
Tarja Rauanheimo, Financial Director, SASK  
Janne Ronkainen, Director, SASK  
Soveri Riitta, Development Director, SASK  
Vauhkonen Juha, Programme Director, SASK  
Leena Honkasalo, Program Officer, Global Citizenship Education, Taksvärkki  
Veera Blomster, Program Officer, Development Cooperation, Taksvärkki  
Lauri Peltonen, Executive Director, Taksvärkki  
Aleksi Heiskanen, International Development Expert, WWF Finland  
Jari Luukkonen, Conservation Director, WWF Finland  
Tanja Pirinen, Conservation Officer, WWF Finland  
Anne Tarvainen, Head of Programme, WWF Finland  
Juha Vuorela, Director of Finance and Administration, WWF Finland

## ANNEX 4: DOCUMENTS CONSULTED

- Abilis Foundation. (2016). Tuenkäyttösuunnitelma 2016-2018.
- Abilis Foundation. (2015). Vuosikertomus 2014.
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- Balderrama N. C., and Rajala H. (2014). Final evaluation of Art and Social Change, COMPA and ODW, 2014.
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# ANNEX 5: RESULT-BASED MANAGEMENT IN THE CSOS

*By Paul Silfverberg*

## Introduction

Ministry for Foreign Affairs (MFA) has been applying RBM-related methods in its bilateral projects since early 1990's. The Guidelines for Project Preparation and Design from 1991 applied the results-chain method, and after Finland joined EU, the Logframe approach (LFA) with EU terminology was adapted in the Guidelines for Programme Design, Monitoring and Evaluation of 1996 (updated in 2000) and applied also in the Manual for Bilateral Programmes from 2012. This manual is currently being updated and the new manual will be based on results chain methodology and terminology.

After various evaluations had indicated weaknesses in the application of RBM, MFA has recently put more emphasis on strengthening of RBM at all levels of Finnish development cooperation. In 2015, MFA published a generic guideline, Results Based Management (RBM) in Finland's Development Cooperation - Concepts and Guiding Principles. The aim is to shift the management approaches from inputs, activities and processes to actual results and their usage. The principles are expected to guide also the development cooperation covered by MFA's programme -based support with for CSOs.

## Scope and Methodology

### Scope of the RBM evaluation

According to the Terms of Reference (ToR), component 2 of the CSO evaluation shall assess the functioning of the results -based management (RBM) mechanisms of each organization receiving programme-based support, including the link between the results-based management and achieving results. Thereby, 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 analyses of the formulation processes of the programmes, planning, M&E, reporting and management processes, communication on results as well as accountability mechanisms to MFA and to beneficiaries.

The key judgement criteria applied in component 2 is based on the definition of RBM applied by the MFA, and defined in the document "Results Based Management (RBM) in Finland's Development Cooperation - Concepts and Guiding Principles, 2015". Thereby, the RBM systems are analysed against the following principles/criteria which define MFA's target for RBM:

- Interventions are based on national/partner/CSO priorities and ownership
- Clear results targets (results with indicators, targets and baselines) are set at all levels from projects/interventions to the programme level
- Credible results information is collected through systematic monitoring
- Results of M&E are used for learning, managing and accountability by the CSOs and their partners
- Results-oriented culture is promoted in the CSOs and with their partners

- Risk identification and management is applied systematically

The evaluation under component 2 is conducted through analyzing how RBM is applied in the programme and project cycles, focusing on relevance, value added and functioning of the applied systems and mechanisms, as well as on RBM-related capacity issues. The generic structure of the analyses is presented below and the detailed evaluation questions for component 2 are presented in Annex 6.

Analysis of the CSOs' RBM against Finland's development policy programme. This reflects especially how the RBM applied by the CSOs addresses Finland's development policy targets and how it provides verified information on results for MFA's overall results monitoring.

Analysis on how the RBM approaches link different levels of objectives: organizations' overall missions, programmes, and operations (projects and/or other processes)? This analysis addresses also how the programmes fall into the comparative advantage of the organizations as well as on how human rights and cross-cutting objectives are addressed by RBM.

Analysis on how logical the results frameworks are (logic between results and indicators, logic between different levels of results (short-term / long-term) and how consistent the application of RBM is in different operations and in management.

Analysis on how results information through monitoring and evaluations is used for learning and decision making

Analysis on the CSOs' and their partners' capacity to apply RBM and how the capacity gaps are addressed

Analysis on how MFA provides guidance for the CSOs and how the planning, reporting and consultations between the CSOs and MFA are based on RBM principles.

## **Methodology**

The methodology for the RBM analyses consisted of the following evaluation processes:

### **Analyses of documentation**

Analyses of documentation included reviews of the following documents of all 22 partnership CSOs: Manuals, guidelines and management tools for RBM; Program Plans and Annual Reports; review of two "RBM best practice" projects of each CSO. The CSOs were asked to select the projects which they consider as examples on how the CSO tries to apply RBM at project level. MFA's guidelines and instructions on RBM to the CSOs

### **Focus group discussions**

To verify the findings of the analyses of documentation, focus group discussions with the CSOs' key management personnel and experts responsible for developing RBM within the CSOs were held with 11 of the 22 CSOs. The sample for focus group discussions included the following CSOs: Abilis; Crisis Management Initiative (CMI) ; Fairtrade Finland (FT) ; Finn Church Aid (FCA); Finnish Evangelic Lutheran Mission (FELM); Finnish Refugee Council (FRC); KEPA; Plan International Finland; Taksvärkki; Trade Union Solidarity Centre of Finland (SASK)and World Wildlife Fund Finland (WWF).

### **Guided self-assessments on RBM**

Guided self-assessments on RBM were conducted for all 22 CSOs. The methodology, first tested with the 6 selected CSOs was further developed. The self-assessment included two elements: (i)the description of the RBM systems, tools and mechanisms; (ii) assessments on the success stories and problems/challenges and identification of development needs.

The findings of the four key evaluation processes (analyses of documentation, self-assessments, focus group discussions and programme evaluations of the 6 selected CSOs) formed the material for the analysis. Based on the findings, synthesizing conclusions have been defined, and based on the conclusions, specific recommendations have been prepared for both the MFA and for the CSOs.

## RBM Methods and Mechanisms

While all CSOs apply the Project Cycle Management (PCM) approach in their projects, as well as a modification of PCM at programme level, the actual RBM methods vary. To summarize, three basic methods are used for RBM:

Logical Framework Approach (LFA); the traditional LFA method with Logframe matrixes is used by most Partnership CSOs and is applied especially at project level. LFA is considered by most organizations as a relevant tool for results-based planning and results-focused M&E. Depending on the CSO, applied terminologies differ, but the basics of LFA are rather universally used.

Results Chain method is used by some of the CSOs. However, in practice the difference with the LFA method is mainly in the new terminology (Impact - Outcome - Output).

KEPA has introduced in its trainings the Outcome Mapping method. Elements of it are applied by several CSOs; for some OM is the key method, others are using it as a supportive approach.

The results framework is backed up by Theory of Change (ToC) in some CSOs, and many of the CSOs apply a combination of methods, e.g. Results Chain applied at programme level and Logframes in projects. A summary of key methods by each CSO is presented in the following table.

### Key characteristics of the RBM mechanisms of the six CSOs

<b>Abilis Foundation</b>	
<b>RBM system</b>	<p>Abilis is a foundation providing grants to very grass-root level groups of persons with disabilities. Abilis strategy towards 2021 gives the overall framework for the Foundation's management, concretized in three-year programme plans and annual country plans.</p> <p>The management approach may be described as HRBA-based (all operations and funding must be based on the Foundation's HR principles. Instead of programming operations, Abilis supports projects of grass-root level groups, based on their simple applications. Thereby, the approach is not as RBM-based as with most other CSOs.</p> <p>However, also Abilis has elements of RBM in its management approach including baseline studies, setting of indicators, risk management, and M&amp;E processes. Since 2012 Abilis has developed HR indicators with its partners. Thereby, the focus of RBM is on human rights –related impacts among the beneficiary groups.</p>
<b>Key tools</b>	<p>Abilis has a rather comprehensive package of standardized tools including the following:</p> <ul style="list-style-type: none"> <li>• Guidelines for internal processes (application processing and fund management, decision making, HRBA-guidelines, quality assurance, field visits, reporting)</li> <li>• Manuals for applicants (Project planning manual, Proposal writing manual, Reporting manual, Good governance manual, HRBA manual)</li> <li>• Templates and forms (application form, reporting forms, funding criteria, etc.)</li> <li>• Data base on projects</li> </ul> <p>The manuals for applicants are very simple and illustrative (reflecting the low capacity and even illiteracy of the supported groups) and are provided in key languages of Abilis's partners.</p>

### Abilis Foundation

<b>Planning</b>	<p>Planning is based on Abilis strategy towards 2021. Programme plans are prepared for three years, and rough operational plans for each country annually.</p> <p>As Abilis is a foundation, programmatic planning means mainly strategic guidance on selection of partner countries and defining principles for funding; these principles are strongly HR-based.</p> <p>Abilis has facilitators in each country; the facilitators provide training on project planning and management and support the applicants to prepare project proposals as needed. Project planning is made by the applicants, simple templates are used for presenting the plans.</p> <p>Rough baselines are set for projects to enable assessment of results; baselines describe especially the HR situation of the beneficiaries during the planning process. Country profile papers provide baselines at country level.</p>
<b>Monitoring and reporting</b>	<p>Monitoring covers both applicants' own monitoring and reporting as well as field visits by the country facilitators (pre-appraisal visit and field visits during implementation), visits are reported using standardised forms.</p> <p>Monitoring has a strong HR focus: how the beneficiary organisations and individuals have been empowered? The approach includes pre- and post-project questionnaires whereby the individual beneficiaries may report their experiences. This process itself has been found to be an empowering process.</p> <p>All M&amp;E data is stored in Abilis's project data base.</p> <p>In addition, Abilis HQ officers conduct regular monitoring visits, covering about 80–90 projects each year.</p> <p>The indicator development work is now starting to produce results: the report from 2015 will include some aggregated results data.</p> <p>Reporting is based on the size of the project; less than 2500 euro projects produce a final report, over 2500 euro projects mid-term and final reports. Projects are reporting with the formats provided by Abilis.</p>
<b>Evaluations</b>	<p>External evaluations have been conducted in some countries; in 2015 evaluations covered Cambodia, Ethiopia and Vietnam (evaluation report under preparation).</p> <p>However, mostly evaluative processes are conducted internally:</p> <ul style="list-style-type: none"> <li>• Grantees self-assess their projects in the final report (form includes a set of questions)</li> <li>• Country facilitators self-evaluate their overall grant-making activities</li> <li>• Finalised projects are visited during HQ monitoring trips, focus being on sustainability issues.</li> </ul> <p>The indicator development will in the future enable better assessment of impacts and results.</p>
<b>Processing of M&amp;E findings</b>	<p>Findings from monitoring are processed rather systematically: after each monitoring trip, a travel report is submitted to the Board, travel presentation sessions are arranged at the HQ, management meetings discuss the findings, and partner seminars are arranged regularly.</p> <p>Findings from evaluations are processed by the HQ and discussed at the Board. Abilis sees evaluations as a tool for learning from good practices and lessons learnt, the aim being improvement of its grant making.</p>

<b>Crisis Management Initiative (CMI)</b>	
<b>RBM system</b>	<p>CMI's RBM system comprises of four main components:</p> <ol style="list-style-type: none"> <li>1) Standardized processes inside CMI (Annual planning and reporting cycles + tertile cycles); substance, risks and finances,</li> <li>2) Support for project-level RBM based on project needs (e.g. training evaluations, etc.),</li> <li>3) Internal reviews (reflections on processes or their elements; in partly structured manner),</li> <li>4) External evaluations with management response as part of external evaluations.</li> </ol> <p>An adapted Logical Framework ("results framework") is used at programme and project levels.</p>
<b>Key tools</b>	<p>The guideline <i>Results-based management at CMI</i> functions as the key document for RBM.</p> <p>Other tools include the following:</p> <ul style="list-style-type: none"> <li>• Internal review guideline (Tool for Planning, Monitoring and Evaluation) with related templates</li> <li>• Templates for project – specific planning, reporting and risk assessment.</li> <li>• Some new tools are also under development.</li> </ul>
<b>Planning</b>	<p>CMI's strategy with five outcomes provides the base for CMI's programme plan.</p> <p>Target countries and projects are selected through active identification by CMI and/or requests from partners. CMI's international network is also an important platform for project identification.</p> <p>Key plans include the following:</p> <ul style="list-style-type: none"> <li>• Programme plan 2014–2016</li> <li>• Annual programme workplans</li> <li>• Project documents (based on CMI's template)</li> </ul>
<b>Monitoring and reporting</b>	<p>Monitoring and reporting from projects is based on tertile and annual cycles, using CMI's templates.</p> <p>Internal reviews of projects are conducted periodically.</p> <p>CMI compiles the annual programme-level reports from the data provided in project reports.</p> <p>Indicators have been project-specific, and CMI is currently trying to develop a set of aggregated indicators.</p> <p>Some common quantitative output-level indicators monitored; work started to develop methods for aggregating results data at outcome and impact levels.</p>
<b>Evaluations</b>	<p>About one project is evaluated annually.</p> <p>Evaluations are used for improving specific projects, and in the future for programmatic work.</p>
<b>Processing of M&amp;E findings</b>	<p>Monitoring information is processed by the Programme Management Office and is subject to regular tertile<sup>3</sup> analysis, which is compiled for the leadership team. CMI is presently developing its approach to increase emphasis on team and peer reflections on M&amp;E findings through systematic discussions. Internal reviews are shared through CMI's intranet.</p> <p>Annual report analyses are processed through the leadership team to the Board. After Board has approved the report, it is forwarded to the CMI members and donors.</p> <p>Evaluations are discussed with partners and a management response is prepared for each evaluation. Evaluations are also shared with all key stakeholders.</p> <p>Based on the combined M&amp;E findings, the Programme Management Office collects its own assessment on RBM quality for identifying system development needs.</p>

3 A tertile is a period of four months.

## Demo Finland

<b>RBM system</b>	<p>Until now, Demo has applied the PCM/LFA methodology as its management approach. Altogether, Demo's Planning, Monitoring and Evaluation (PME) approach has been based on the following key principles:</p> <ul style="list-style-type: none"> <li>• Local ownership and participatory planning</li> <li>• HRBA and inclusion</li> <li>• Dialogue to create trust</li> <li>• Impartiality; Demo as a neutral facilitator</li> <li>• Transparency</li> <li>• Flexibility</li> <li>• Long-term engagement</li> </ul> <p>During 2016 the whole PME system will be revised and the Theory of Change model (developed with Demo's Dutch consortium partner NIMD) with outcomes and intermediate result setting will be applied. The change is expected to strengthen RBM with stronger indicators and clear base-lines. Learning through evidence on results will be at the core of the new approach.</p> <p>Risk management is also part of Demo's RBM mechanisms</p>
<b>Key tools</b>	<p>Demo has a comprehensive set of tools:</p> <ul style="list-style-type: none"> <li>• PCM- and LFA-based Project Manual, including guiding principles and tools for PME (including risk management) as well as standard formats for planning and reporting. The manual includes also numerous links to relevant more detailed guidelines and manuals covering a wide spectre of themes (management tools, Demo's substance areas). The manual includes both programme- and project-level tools.</li> <li>• Financial guidelines for all partners</li> <li>• Political and organizational scan tools</li> <li>• Some substance-related toolkits</li> </ul> <p>Starting 2016, the new Project Manual and M&amp;E Framework will be applied. A new manual will include indicators and indicator reference sheets as well as a toolkit for data collection.</p> <p>Depending on the donor, various guidelines of donors are applied as well.</p>
<b>Planning</b>	<p>Demo's present programme 2016–2018 is based on Demo Strategy for 2016–2021, prepared through a participatory planning exercise. The programme provides the overall framework for management and PME. The strategic goal is exact: Strengthening multiparty system, whereby the focus of operations is also clear.</p> <p>Project design is made through a participatory process with partners, and in the case of Tunis and Myanmar, also with the consortium partner NIMD, applying its tools. Due to the nature of Demo's scope (strengthening democracy), the Theory of Change -approach has been found to be the relevant model for Demo's RBM as it provides necessary flexibility while focusing on outcomes and results.</p> <p>Project plans are presented applying standard forms.</p>

<b>Demo Finland</b>	
<b>Monitoring and reporting</b>	<p>For monitoring, specific indicators are set for each outcome and intermediate results, and data collection methods and frequency are defined as well. The standard reporting includes the following:</p> <ul style="list-style-type: none"> <li>• Partner or country team reports the progress on quarterly basis and summarizes the results in annual reports.</li> <li>• At outcome / specific objective –level monitoring is conducted normally after three years of implementation.</li> <li>• Demo’s own staff and board members conduct regular monitoring visits to the programme countries, and based on findings, facilitate revision of plans.</li> </ul>
<b>Evaluations</b>	<p>All projects are evaluated at least once during two consecutive programme periods. In 2015, project evaluations in Tanzania and Zambia were conducted, providing guidance for the preparation of the 2016–2018 Programme.</p> <p>Joint evaluations (with NIMD) are carried out in consortium projects. For example, a MTE will be conducted for the 5-year Myanmar in year 3, and a final evaluation at the end of the project.</p> <p>In addition, programme evaluations will be conducted at the end of each programme period (unless commissioned by other party, e.g. by MFA in 2016).</p>
<b>Processing of M&amp;E findings</b>	<p>The findings and best practices of work with gender equality and female participation in politics have been collected into a specific toolkit, and another toolkit will be prepared on best practices of parties’ internal and external working methods.</p> <p>Monitoring results are discussed in Demo’s Board for guidance of the Demo team.</p> <p>The results of evaluations are discussed jointly with the partners, as well as within Demo Board. The results are used either for improvement of the on-going projects, or planning of new ones, especially for sharing of best practices.</p>
<b>Disability Partnership Finland (DPF)</b>	
<b>RBM system</b>	<p>For the programme 2016-2021, DPF has created a RBM system that is based on Logical Framework approach but includes also mechanisms for process management and borrows elements from other methods, especially outcome mapping. Like with Abilis, the strategic approach is based on human rights. Thereby, the results-focused approach is supported with focus on quality and HOW things are done.</p> <p>Outcome monitoring is based on results indicators (what?), but DPF’s planning, monitoring, evaluation and learning and risk mitigation (PMELR) system also focuses on internal and external systems and processes (how?). The focus of the PMELR is to ensure learning within the organization and between projects.</p> <p>The development of the comprehensive RBM system was started in 2014, and is still in the process. Thereby, the programme 2013-2015 did not yet fully apply RBM.</p> <p>To summarize, DPF’s PMERL system is defined by the following elements:</p> <ul style="list-style-type: none"> <li>• Learning loop for analyzing the results of M&amp;E</li> <li>• Self-evaluations and when need arises, external evaluations</li> <li>• Integrated risk analysis and mitigation</li> <li>• Outcome monitoring against programme and project Logframes</li> <li>• Internal management systems</li> <li>• Monitoring of external risks and risk mitigation.</li> </ul>

## Disability Partnership Finland (DPF)

<b>Key tools</b>	<p>For programme-level management, DFP has the following set of tools:</p> <ul style="list-style-type: none"> <li>• Three year plan</li> <li>• PMELR manual (new)</li> <li>• Three-year outcome monitoring plan</li> <li>• Monitoring matrix for internal and external systems and processes</li> <li>• Three-year communication plan</li> </ul> <p>At project level, the following RBM-related manuals and guidelines are used:</p> <ul style="list-style-type: none"> <li>• Project Manual (PCM processes, LFA-based planning and M&amp;E tools, management and administration processes)</li> <li>• PMELR manual describing DFP's monitoring mechanisms</li> </ul>
<b>Planning</b>	<p>All operations must support DFP's vision and mission.</p> <p>Programmatic objectives are based on DFP's own strategy and partners' (both Southern and member organizations) priorities.</p> <p>The Programme Document defines the operations under 5 outcomes which each have 1-4 outputs. A programme-level logical framework is prepared to provide the base for PMELR.</p> <p>At project level, planning is executed mainly by the Southern partners. The aim is to use the tools described in the Project Manual, but some flexibility is allowed to use also partners' own procedures. Participation with stakeholders is emphasized, and DFP's officers support planning as per need, e.g. as facilitators.</p>
<b>Monitoring and reporting</b>	<p>Monitoring and reporting from projects is conducted against the project plans and their Logframes.</p> <p>Projects report against programme outputs and collect data for relevant outcome and output indicators selected from the programme Logframe, thereby providing data for programme-level monitoring.</p> <p>Projects report to DFP annually (member organizations receive also quarterly or 6-month reports), based on the M&amp;E plan attached to each project plan.</p> <p>Summaries of a) best practices and achievements of projects, and b) projects' contributions to achieving the programme objectives are compiled annually into one document which links the project and programme levels.</p> <p>At project level, M&amp;E plan and reporting forms guide the reporting. Regular self-assessments are encouraged.</p>
<b>Evaluations</b>	<p>DPF made in 2014 a decision to avoid unnecessary external evaluations. It was found out that external evaluations lack expertise on the specific substance of disabilities whereby external evaluations did not sufficiently produce useful results. Now, evaluative processes are based mainly on systematic self-assessments.</p> <p>However, when need arises, also external evaluations will be conducted, especially to support strategic planning.</p>
<b>Processing of M&amp;E findings</b>	<p>The findings of M&amp;E are shared with the Board and steering group annually and after each evaluation. Southern partners have access to all documents through Sharepoint. They also receive feedback from the programme team.</p> <p>Each project has to produce a M&amp;E plan as part of the Project Document. This forms the base for both internal self-assessments as well as for the possible external evaluation.</p>

<b>Fair Trade Finland (FT)</b>	
<b>RBM system</b>	<p>FT's RBM system is based on adaptation of the mechanisms of Fair Trade International; systematic and comprehensive RBM mechanism applied.</p> <p>Programme cycle with RBM focus covers all phases: Strategic planning, programme/project identification and formulation, implementation and evaluation.</p> <p>Logical Framework is used as the results framework.</p>
<b>Key tools</b>	<p>FT has a comprehensive manuals and guidelines, the key RBM tools including the following:</p> <ul style="list-style-type: none"> <li>• quality management system</li> <li>• project toolkit</li> <li>• process guidelines</li> <li>• risks and opportunities policy</li> </ul> <p>Standard templates are available for plans and reports. For substance-related operations, the international Fair Trade tools provide the standardised mechanisms.</p>
<b>Planning</b>	<p>Projects are based on FT's strategy and selected through consultations with FT International.</p> <p>Planning mechanisms are based on FT International's mechanisms (with some modifications). In principle, partners (direct beneficiaries) are responsible for planning, including setting of indicators; FT gives feedback and participates in planning workshops to ensure that the quality of plans is sufficient. It must be noted that much of the actual working concepts in projects are based on the FT International's systems.</p> <p>Key plans include the following:</p> <ul style="list-style-type: none"> <li>• Programme plan 2014–2016</li> <li>• Annual programme work plans</li> <li>• Annual and quarterly work plans for projects and country programmes.</li> </ul>
<b>Monitoring and reporting</b>	<p>For monitoring, indicators set by the beneficiaries form the basis for monitoring. In addition, the FT International systems provide standardized procedures and forms for results monitoring. Quarterly and annual as well as final reports prepared by projects; compiled then at country level.</p> <p>Annual monitoring seminars are conducted for all country programmes.</p> <p>FT compiles annual reports from the reports provided.</p>
<b>Evaluations</b>	<p>Plan to conduct evaluations annually. Before the programme-based support, some evaluations were conducted.</p> <p>Programme evaluation was planned for 2016, cancelled due to the CSO evaluation and budget cuts.</p> <p>The cancelled programme evaluation was planned to support programme development.</p>
<b>Processing of M&amp;E findings</b>	<p>Monitoring data is used first of all to identify development needs in projects. For qualitative assessment, all projects are encouraged to at least quarterly assess whether the project is on track. The validity of indicators is reviewed at least annually.</p> <p>M&amp;E findings are discussed regularly by FT's management team and used for development of the programme. As no external evaluations have yet been conducted during the programme period, the system for processing evaluation findings is still to be developed.</p>

## Fida International

<b>RBM system</b>	<p>Fida RBM is based on PCM and LFA approaches. Project's are managed through the key phases of PCM, and LFA approach is applied both at programme and project levels, the definition of results and indicators at programme level being more qualitative and at project level more quantitative.</p> <p>RBM is considered as a holistic approach, covering at project-level all phases of the project cycle as well as at programme-level Fida's management and administration processes.</p>
<b>Key tools</b>	<p>Fida's Project Manual with numerous annexes on project planning, monitoring, reporting and evaluation is the key RBM tool. It is a comprehensive manual for both Fida's own operations and for Fida's partners and provides guidelines and tools (templates) practically for all phases of the project cycle.</p> <p>The manual is now being updated, aiming at strengthened human rights and RBM focus. The new manual will be available at Fida's intranet, enabling access to all staff members and partners as well as an easier mechanism for future updates.</p>
<b>Planning</b>	<p>Fida's development cooperation programme is based on the FIDA strategy, which has an emphasis on children and youth. Programmatic objectives have been set so that they correspond to SDGs (previously MDGs), to Finland's development policy and to the key global declarations, conventions and principles.</p> <p>Planning is conducted mainly bottom-up, whereby project plans are prepared with the key stakeholders. Projects are then combined into regional programmes as their components. Fida's programme then combines all regional programmes into one global programme.</p> <p>The key challenge FIDA is now addressing is the creation of a clear RBM logic between the three levels.</p>
<b>Monitoring and reporting</b>	<p>Monitoring is considered as a continuous process by project staff, supported by Fida's regional staff and advisers working in the field. Monitoring systems and methods are planned before starting the project activities. Reporting includes the following:</p> <ul style="list-style-type: none"> <li>• Triannual and annual project reports; reporting applies LFA-based templates</li> <li>• Regional programme report; Regional Deputy Directors prepare cumulative annual reports at regional level</li> <li>• Annual programme reports to Fida's Board (submitted also to MFA)</li> <li>• Triannual financial reports and annual Special Purpose Audits</li> </ul>
<b>Evaluations</b>	<p>Fida has an evaluation plan which form the basis for external evaluations. All projects are planned to be covered by evaluations during the Programme period. In the future, the aim is to widen the evaluations more into country-level or theme-specific evaluations instead of single project evaluations.</p> <p>The Development Cooperation Programme has also been subject to evaluation recently.</p> <p>In addition to external evaluations, Fida encourages the projects and partners to conduct self-assessments to support continuous learning.</p>
<b>Processing of M&amp;E findings</b>	<p>The findings of M&amp;E are used for assessing whether the planned benefits have been achieved and to identify development needs (e.g. sustainability issues). Fida has identified the RBM dialogue being weak at the monitoring stage and is therefore now updating the tools.</p> <p>Evaluations are discussed in debriefing meetings with key stakeholders, and follow-up plans are prepared for defining how the recommendations will be taken into account. The follow-up plans have improved the process of taking evaluation recommendations into practice.</p>

### Finn Church Aid – Kirkon Ulkomaanapu (FCA)

<b>RBM system</b>	<p>FCA's RBM system is strongly based on the structure of the organization's strategy. Thereby, RBM covers several interconnected layers (global strategy, HQ functions, programme, regional offices, country offices, projects). Altogether, RBM is applied as a holistic approach starting from the strategy and going down to individual employee level.</p> <p>At project level, Logframe approach is applied whereas at the global and country programme levels a more advanced "FCA's Framework for Change" is used as the key method.</p> <p>FCA's Global Programme is based on the programme statement and objectives, sub-objectives and indicators. FCA's Strategy is divided into two main strategic objectives and 10 themes, all having their specific objectives. All projects and even job descriptions fall under this structure, providing a holistic RBM system.</p>
<b>Key tools</b>	<p>FCA has a comprehensive set of tools related to RBM (altogether 46 documents were listed by FCA). In principle, these cover all planning, M&amp;E and management processes, from programmatic planning to staff management. As FCA is in the process of further developing its RBM systems, some of the documentation is being updated. The key RBM tools (guidelines, manuals, instructions, templates, etc.) include the following:</p> <p>General tools:</p> <ul style="list-style-type: none"> <li>• FCA Programme and Operations Manual 2014 (being updated)</li> <li>• FCA Risk Register and Guidelines</li> <li>• FCA Annual Planning and Budgeting Instructions and related formats</li> <li>• FCA Annual Reporting Instructions and related formats</li> </ul> <p>Programme-level tools</p> <ul style="list-style-type: none"> <li>• FCA Strategy 2013–2016</li> <li>• Several thematic guidelines for the sub-programmes</li> <li>• Global grants manual</li> <li>• 2015–2017 Programme Development Instructions</li> <li>• Guidelines on indicator data collection</li> <li>• Country programme plans, reports, evaluation scheme, country entry and exit principles</li> </ul> <p>Project level</p> <ul style="list-style-type: none"> <li>• Project identification and formulation guidelines and forms</li> <li>• Forms for funding decisions</li> <li>• FCA Project Monitoring Guidelines</li> <li>• FCA Project Evaluation Guidelines</li> </ul> <p>Comprehensive set of financial management tools as well as human resources management tools</p>

### Finn Church Aid – Kirkon Ulkomaanapu (FCA)

<b>Planning</b>	<p>FCA’s planning mechanisms include the following levels of planning:</p> <ul style="list-style-type: none"> <li>• Global Programme: Multi-annual plan (2015–2017) and annual plans</li> <li>• Country programmes: Multi-annual and annual plans</li> <li>• Projects: Project documents</li> </ul> <p>All planning is based on the Global Strategy (new strategy is now under preparation for 2017 onwards) whereby the different levels of planning form a cascading structure. For operational planning, country programmes (CP) are the key level and within one CP all projects must be connected to at least one sub-objective and its indicators. The planning of the present Global Programme (2015–2017) started with strategic level, and after the Global Programme objectives were set, multi-annual country programme plans (2015-2017) were prepared.</p> <p>Project-level planning is conducted under this umbrella. Results-setting is made using Logframes. Objectives and indicators are defined with partners, but FCA sets some Global Programme indicators for monitoring as well.</p>
<b>Monitoring and reporting</b>	<p>In monitoring, the target is to create a clear chain where project level monitoring feeds data to CP level, and CPs to Global Programme level. Projects report quarterly and annually, and all projects produce also a final report.</p> <p>At project level data is collected for the indicators of the project. Some of this data is aggregated at country programme-level, and some key indicators are further aggregated at programme level. Reporting on the country programmes and global programme is conducted annually and at the end of the programme period.</p> <p>Project level M&amp;E is mainly delegated to field offices whereas country programme-level M&amp;E is a joint effort with the field offices and FCA’s HQ.</p>
<b>Evaluations</b>	<p>External evaluations are carried out systematically to support planning. At country programme level 2–4 programmes are evaluated annually by an external evaluator. Projects are evaluated at the end of project, and projects longer than 3 years are also subject to mid-term reviews/evaluations. Some impact assessments have also been conducted. Some evaluations are also conducted under the ACT Appeal where FCA’s is a partner.</p> <p>The Global Programme will be evaluated in 2016/2017.</p>
<b>Processing of M&amp;E findings</b>	<p>Findings of M&amp;E are used for improvement of on-going projects and for identification and development of new ones, as well as for wider strategy development (e.g. evaluation of the Global Programme for development of the new programme).</p> <p>M&amp;E findings from projects are first discussed in project coordination meetings at field level, and recommendations made are then processed at the HQ, involving thematic advisers as relevant. Management Team meetings discuss feedback from M&amp;E on regular basis.</p> <p>Evaluation findings are analysed at HQ (Headquarter Coordination Group meetings) and country programme levels. The annual FCA International Programme Workshop is an important platform for discussing evaluation findings.</p> <p>FCA has started to use also a new “Writeshop” method for supporting reporting and knowledge sharing. In addition, a complaints response mechanism has been developed to provide stakeholders a way to make complaints when need arises.</p>

<b>Finnish Evangelic Lutheran Mission (FELM)</b>	
<b>RBM system</b>	<p>FELM has a comprehensive management system based on RBM and PCM.</p> <p>Results chain method is applied in defining the programme's results framework.</p> <p>Logical Frameworks applied in projects; long-term Logframe practice has been developed where-by the partners are well familiar with the method.</p>
<b>Key tools</b>	<p>FELM has a comprehensive Project Manual (revised in 2014) that covers all PCM phases as well as management processes of projects.</p> <p>Monitoring and Evaluation Plan 2011–2016 (= manual for M&amp;E) provides the base for systematic M&amp;E.</p> <p>RBM training package has been developed for partners and FELM staff.</p>
<b>Planning</b>	<p>Projects are based on partners' proposals. To ensure relevance towards the programme, all approved projects must contribute to at least one of its outcomes.</p> <p>Partners are responsible for project planning; proposals are further elaborated through feedback rounds provided by FELM to ensure the relevance of projects to FELM.</p> <p>Key levels of plans include the following:</p> <ul style="list-style-type: none"> <li>• Programme plan 2011–2016"</li> <li>• Annual programme work plans</li> <li>• Project plans</li> <li>• Annual work plans of projects</li> </ul>
<b>Monitoring and reporting</b>	<p>At Programme level monitoring is based on the Monitoring and Evaluation Plan 2011–2016. This rather comprehensive manual describes FELM's approaches and methods for M&amp;E as well as includes the basic M&amp;E calendar for 2011–2016 and the key programmatic indicators.</p> <p>At project level, monitoring frameworks with indicators are defined for each project. Indicators depend on the project, no common indicators are reported. FELM officers visit all partner congregations 1-2 times per year to discuss and disseminate experiences from projects.</p> <p>The main project report is annual report. Findings are then synthesized at programme level, including programme indicator data. Financial reporting is done quarterly and semi-annually.</p> <p>Projects report mainly with FELM's formats but also partners' own formats are allowed.</p>
<b>Evaluations</b>	<p>Programme evaluations have been conducted in 2011 (Final evaluation of the previous programme) and 2014 (Mid-term evaluation of the present programme).</p> <p>At project level, 10–12 evaluations are conducted annually, based on the M&amp;E Plan. Partners prepare the TOR's and commission the project evaluations. Evaluations are conducted always at the end of a project.</p>
<b>Processing of M&amp;E findings</b>	<p>Various planning, review and reporting sessions are integrated to the regular management cycle; these form the basic forum for discussing M&amp;E findings. The findings of M&amp;E are used for identifying issues for improving project implementation (e.g. revisions to annual plans) as well as for programmatic development. Findings are discussed with partners especially during field visits.</p> <p>Evaluations are used for improving the evaluated projects and for providing feed-back to programme development. Findings are discussed always with partners and action points are agreed and followed up with a Rolling Plan / Rolling Issues Record tool.</p> <p>For Programme-level evaluations, management responses are prepared.</p> <p>Data on results is also actively used in wider dissemination to media, stakeholders. It provides an important part of the advocacy work.</p>

## Finnish Red Cross

<b>RBM system</b>	<p>Finnish Red Cross (RC) applies RBM as a holistic management approach which is based on clearly defined results and applies the methods and tools based on the joint International Federations of Red Cross and Red Crescent Societies' (IFRC) Planning, Monitoring, Evaluation and Reporting (PMER) Guidelines. The methodology used at the Finnish Red Cross is based on Results Chain framework at programme level and LFA at project level.</p> <p>Finnish RC always works in partnership with a local Red Cross or Red Crescent Society (National Society) whereby the main implementation responsibility lies within the National Society. However, as also the National Societies (and other RC family partners) apply the same IFRC approaches and mechanisms, RBM is a shared approach although the degree of adaptation may differ.</p> <p>The RBM system of the Finnish RC covers the different phases of project cycle. The jointly agreed PMER tools and standards aim at ensuring that all supported projects and emergency operations apply in a systematic way the agreed standards and procedures. The tools covers all phases of the project cycle (planning, implementation and M&amp;E) and address also risk management.</p>
<b>Key tools</b>	<p>The key RBM tools include the following:</p> <ul style="list-style-type: none"> <li>• Very comprehensive set of IFRC's guidelines and other tools (PMER Guidelines and more specific toolkits covering all types of RC operations and all phases of project cycle, e.g. IFRC Project / Programme M&amp;E Guide)</li> <li>• Learning and Evaluation system within the FRC Project Management Cycle</li> </ul> <p>Otherwise, the RBM of Finnish RC is guided by different levels of strategy documents, plans and tools such as</p> <ul style="list-style-type: none"> <li>• IFRC Strategy 2020 for 2010–2020</li> <li>• Finnish Red Cross Strategy 2015–2018 and International Aid Alignment 2015–2018</li> <li>• Development Cooperation Programme plans (2012–2015, 2016–2018)</li> <li>• Learning and Evaluation system within the Project Management Cycle</li> <li>• Guidelines and templates for planning, management, M&amp;E etc.</li> </ul>
<b>Planning</b>	<p>All results targets set within the programme stem from the RC's International Aid Strategy 2015-2018 which is aligned with the global Red Cross Strategy 2020. It provides the harmonized framework for the aid partnerships with shared strategic priorities stemming from the Red Cross' International Movement Statutes. Thereby, strategic planning is strongly aligned with the role and priorities in the global RC movement.</p> <p>At programme level, planning is combining the global development challenges and RC movement's strategies and policies with Finnish RC's international aid strategy and the partner National Societies' priorities expressed in their own strategies. In practice, the International Aid Unit organizes programme planning (as well as monitoring and reporting) via regional teams (HQ and field).</p> <p>Planning of development cooperation projects is conducted through a participatory process with the partner National Societies while emergency operations follow standard procedures for the creation of an Emergency Plan of Action. The Regional teams of Finnish RC also gather together twice a year for Annual Planning and Evaluation Days to review the progress towards the strategic priorities defined in the Finnish RC's International Aid Strategy and to discuss future plans.</p> <p>Budgeting applies to some extent RBM, but not yet in all partner countries. <span style="float: right;">&gt;&gt;&gt;</span></p>

## Finnish Red Cross

<b>Planning</b>	<p>The key planning products include the following:</p> <ul style="list-style-type: none"> <li>• International Aid Strategy 2015–2018</li> <li>• Development Cooperation Programme plan (2016-2018) including 3-year and annual action plans for each region</li> <li>• Results Chain for the 2013–2018 Programme with main indicators for each result area</li> <li>• Project-specific plans with Logframes, budgets, M&amp;E plan and Indicator Tracking Table included as a standard</li> </ul>
<b>Monitoring and reporting</b>	<p>A set of key indicators covering the Programme’s result areas forms the base for the programme level monitoring. The indicators (with baselines) are monitored annually and stored to an Indicator Tracking Table within the International Aid Unit’s Project Information and Process Management system.</p> <p>Partner National Societies report quarterly and annually to the Finnish RC on progress of supported projects, and the project-level progress on enabling actions is assessed and reported jointly by Finnish RC’s Regional Teams and partners annually. The findings of these two processes are then compiled into annual Programme report submitted to MFA.</p> <p>Reporting is made against the targets and indicators defined in project-specific M&amp;E plans, using partners’ own formats and systems. However, as all National Societies apply IFRC’s PMER policies and tools, the reporting is rather harmonized.</p> <p>Monitoring is supported by field activity monitoring which is conducted by the regional technical delegates and responsible HQ staff members.</p> <p>Risk management forms an important part in RC’s operations and all projects include a risk management plan which is monitored.</p>
<b>Evaluations</b>	<p>Evaluations are conducted both internally (possibly with external facilitators) and externally. At Programme-level, an internal mid-term Review (MTR) is conducted half-way, and at the end of the 6-year programme cycle (present 2014–2018), an external programme Evaluation will be launched. In addition, thematic programmatic evaluations are also conducted as per need.</p> <p>Also at project-level, MTRs are conducted as joint reviews to check and correct the project course and strengthen project implementation with peer participation and learning.</p> <p>External evaluations conducted on projects compare the project progress against the project baseline which is evidenced by repeating the baseline questions in a project endline.</p> <p>In large-scale disaster management operations IFRC’s standards of Real-Time Evaluations and Final Evaluations are applied.</p> <p>In addition, ex-post evaluations may be conducted as per need to assess sustainability and impact of projects or partnerships after the exit of Finnish support. The overall impact of the 6 year programme cycle will be verified by conducting a meta-evaluation of project-based evaluations after the Programme cycle has been closed.</p>
<b>Processing of M&amp;E findings</b>	<p>The findings of M&amp;E are collected quarterly to project-specific Indicator Tracking Tables held by National Societies (and Finnish Red Cross). These form the base for identifying issues requiring action (e.g. major deviations) and for discussions between the Finnish Red Cross and partner National Societies.</p> <p>Altogether, Finnish RC has rather clear formal processes for processing the M&amp;E findings and recommendations. These are partly based on the PMER tools.</p> <p>The annual Planning and Evaluation Days are an important platform for discussion on strategic programme and project level M&amp;E findings.</p> <p>Dissemination of results data for wider public and RC supporters is also an important function for the Finnish RC.</p>

<b>Finnish Refugee Council FRC</b>	
<b>RBM system</b>	<p>FRC has previously been a project-based organisation whereby at project level some RBM approaches have been used in the past (e.g. Logframes). In practice, the present Programme comprises of projects which were already ongoing when programme planning was conducted in 2014. Therefore, regarding programmatic RBM, FRC is currently developing the programme level RBM systems. An internal development project has been initiated and the target is to link all country offices into a global RBM-based strategic planning and monitoring mechanism.</p> <p>Logical frameworks have been prepared already previously for projects; now a programme-level Logframe has been prepared by compiling results targets from the individual projects under the Programme umbrella. For the next Programme period, FRC aims to develop also a Theory of Change for its Programme.</p>
<b>Key tools</b>	<p>Set of guidelines for RBM are under development. The key tools include the following:</p> <ul style="list-style-type: none"> <li>• Programme Logframe</li> <li>• Programme sustainability strategy</li> <li>• Risk management strategy</li> <li>• Monitoring tool Pathways of Empowerment</li> <li>• New formats for quarterly and annual reports from projects</li> <li>• Annual programme report form</li> <li>• Guidelines for M&amp;E for Learning and Accountability (under preparation)</li> <li>• Direct complaint mechanism (under preparation)</li> </ul> <p>The development work is expected to produce a full set of RBM tools during 2016.</p>
<b>Planning</b>	<p>Projects are selected through proposals from UNHCR or by FRC's own initiative.</p> <p>Projects are either planned by FRC (e.g. Uganda) or partners (e.g. Sierra Leona and Liberia).</p> <p>FRC's new strategy will be prepared during 2016 which will guide future programming.</p> <p>Key plans include the following:</p> <ul style="list-style-type: none"> <li>• Programme plan 2014–2016</li> <li>• Annual programme work plans</li> <li>• Project plans (Project Documents and annual plans).</li> </ul>
<b>Monitoring and reporting</b>	<p>Project monitoring and reporting is conducted quarterly and annually (in Uganda also monthly), the partners are responsible for reporting (except in Uganda where FRC has its own staff which is responsible for reporting). FRC supports reporting by commenting and guidance as per need.</p> <p>FRC's HQ compiles the annual programme reports from the data and findings of the project reports.</p> <p>FRC plans to include some common indicators for all projects to ease aggregation of results data.</p> <p>FRC is now piloting a new qualitative monitoring tool which aims at identifying qualitative changes in the beneficiaries' lives.</p> <p>In Sierra Leone and Liberia mobile technology application is used for reporting of activities.</p>
<b>Evaluations</b>	<p>Both external evaluations and internal reviews have been conducted. All long-term projects are subject to external MTEs and final evaluations. In addition, self-assessments are conducted by project staff, either among themselves or with partners and beneficiaries.</p> <p>A programme evaluation was planned for 2016, but it was cancelled due to the present CSO evaluation.</p>

### Finnish Refugee Council FRC

<b>Processing of M&amp;E findings</b>	<p>Firstly, findings of M&amp;E are discussed in project teams to verify the progress and to identify corrective measures in case of deviations.</p> <p>Quarterly reports have a section on analyses and change proposals; this is a key element for processing the findings in the HQ. Based on the findings, direct consultations with the partners / project teams are held.</p> <p>Annual reports are reviewed in the HQ, and as with quarterly reports, direct consultations with partners M&amp;E data is reviewed by the project teams</p> <p>The Programme Logframe is the key element against which M&amp;E findings are reflected.</p> <p>Evaluations are used for improving the projects and for providing feed-back to programme development.</p> <p>Dissemination on results is also an important function. However, due to budget cuts, FRC is not able to continue the publishing of the "Pakolainen" (refugee) publication whereby FRC's website will remain as the key dissemination tool.</p>
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### Frikyrklig Samverkan FS rf – Frikyrklig Samverkan Global (FS Global)

<b>RBM system</b>	<p>For FS Global, the organization's background creates somewhat complicated challenge for RBM: FS Global is an umbrella organization of six member organizations (MO), i.e. Swedish speaking evangelical free church denominations in Finland. Thereby, FS Global has mainly a coordinating role while the partnership agreements are signed between the MOs and the southern partners. Thereby, execution of RBM is depending on FS Global itself, but at project level to a great extent also on MOs and their partners. However, the PCM and LFA -based mechanisms developed with MOs are applied by all partners.</p> <p>The methodology applied for RBM is LFA both at programme and project levels. The programme plan includes a Logframe matrix while objectives and indicators are given in project plans as narratives. LFA is applied in all phases of the project cycle: project preparation, planning, implementation and M&amp;E.</p>
<b>Key tools</b>	<p>FS Global's key RBM tools (in English and Swedish) include the following:</p> <ul style="list-style-type: none"> <li>• FSGlobal Project Manual which covers all phases of the project cycle</li> <li>• Templates for project plans, budgets, reports, audits and agreements</li> </ul>
<b>Planning</b>	<p>FS Global's projects focus on two main themes: Education and Health. This gives the strategic focus for the Programme. In practice, programme -level planning is conducted by compiling the individual projects under the Programme umbrella. Thereby, the Programme plan is a summary of the individual projects of the MOs and their partners; programmatic Logframes are developed for the two key themes. In addition, all projects must fulfil the core values of FSG.</p> <p>At project level, the Project Manual directs the planning processes and includes instructions for conducting baseline surveys, preparation of project plans and proposals, project administration as well as for monitoring and reporting. The Southern partner has the main responsibility and participatory planning is promoted with the actual beneficiaries. Close collaboration with the Finnish MO is emphasized. FS Global provides guidance as per need.</p>
<b>Monitoring and reporting</b>	<p>The reporting processes are described in the Project Manual and templates for both narrative and financial reports are available.</p> <p>Projects report quarterly, annually and a final report is prepared in the end of the project.</p> <p>FSGlobal compiles the Programme-level annual reports from the information provided by project reporting.</p> <p>Monitoring visits (typically with MO representatives) are conducted annually to each project.</p>

<b>Frikyrklig Samverkan FS rf – Frikyrklig Samverkan Global (FS Global)</b>	
<b>Evaluations</b>	1–2 projects are evaluated externally annually. The evaluation function is described in the Swedish manual that caters to personnel and volunteers in Finland, and it is also mentioned in the project agreement that is signed by FS/MO and the partner organisation.
<b>Processing of M&amp;E findings</b>	<p>The findings made during the monitoring trips as well as the monitoring reports are discussed in each member organization as well in FS Global HQ for reviewing the progress and identification of issues requiring remedial actions.</p> <p>At the end of evaluations, an evaluation meeting is conducted with the evaluator to discuss and share the key findings and agree upon actions to be decided upon.</p> <p>Experiences and results of projects are also used for dissemination purposes, targeting mainly MOs.</p>
<b>Kehys – The Finnish NGDO Platform to the EU</b>	
<b>RBM system</b>	<p>As Kehys is not an actual development cooperation organization but a platform for Finnish CSOs' advocacy and networking within EU circles, the issue of RBM differs from the other CSOs. However, also in Kehys the management has elements of RBM:</p> <ul style="list-style-type: none"> <li>• Kehys strategy forms the base for the multiannual Programme Plan which includes the objectives, results and indicators for the programme.</li> <li>• Annual plans are based on the same structure as the Programme Plan.</li> <li>• Also staff work plans reflect the same structure.</li> <li>• An activity monitoring tool is applied for monitoring of progress towards set objectives and results.</li> </ul> <p>All plans (including staff work plans) are derived from the overall strategy of Kehys.</p> <p>The RBM system applied is based on the LFA approach whereby objectives with indicators are set at different levels.</p>
<b>Key tools</b>	<p>The key RBM-related tools include the following:</p> <ul style="list-style-type: none"> <li>• Kehys Strategy (2015–2018) and Programme plan (2013–2015) as long-term guiding documents</li> <li>• Annual implementation plan, annual work matrix and staff work plans provide the short-term frame for RBM</li> <li>• Activity monitoring tool (matrix)</li> </ul>
<b>Planning</b>	Programme plan is set by Kehys' Board and is based on the strategy. The planning process involves consultations with member organizations and other stakeholders, including CSO networks within EU.
<b>Monitoring and reporting</b>	<p>Kehys has been developing a monitoring tool for data collection, using the Programme plan indicators from 2016 onwards. The tool is used for annual reporting and includes both quantitative and qualitative elements.</p> <p>Annual reporting is the main reporting process; from 2016 progress will be reported against respective annual targets. Quarterly reports are also prepared for the Board.</p>
<b>Evaluations</b>	<p>Kehys was subject to an organization-wide external evaluation in 2008–2009.</p> <p>Self-guided evaluations/reviews are the main method for evaluative processes and are conducted for preparation of new strategy/programme periods. The self-evaluations/reviews involve consultations with member organizations.</p> <p>A thesis work has also been conducted on the operationalization of the current strategy, looking at the processes and mechanisms between drafting the strategy and actual implementation.</p> <p>A continuous external evaluation process will be launched in 2016 for the current Programme.</p>

## Kehys – The Finnish NGDO Platform to the EU

<b>Processing of M&amp;E findings</b>	<p>Results data from the activity monitoring tool is used for learning and accountability:</p> <ul style="list-style-type: none"> <li>• The data feeds into quarterly action reports to Kehys' Board.</li> <li>• Data is used as background for the bi-annual planning meetings at the secretariat; thereby it guides the operations of the on-going annual plan and preparations for the next annual plan.</li> <li>• Findings are then summarized for the Annual Implementation Report and MFA's report.</li> </ul>
<b>KEPA</b>	
<b>RBM system</b>	<p>KEPA as a CSO network differs from the other CSOs funded under the programme-based support. At programme-level, KEPA has adapted elements of Outcome Mapping method for its management approach. In actual operations, both Outcome Mapping and LFA are applied. Outcome mapping has its focus especially on the stakeholders (Boundary partners) and desired changes in the behavior, relationships and/or actions of the boundary partners. Progress markers function to some extent as indicators. The goal is to improve flexibility of the programme while ensuring sufficient systemacy in planning and management and enabling monitoring of change.</p> <p>The management framework of KEPA has four key elements: 1) One Global Programme; 2) Planning, monitoring and evaluation system (PME) including also budgeting and financial monitoring; 3) Team based organizational structure; and 4) Risk management.</p> <p>KEPA's organizational structure at HQ is based on teams while country and regional offices have structures based on line management. This is reflected in RBM through defined team agreements and job descriptions, based on the basic tasks set for the teams within the framework of KEPA's overall objectives and activities.</p> <p>The highest decision making body is the Annual General Meeting (AGM) with the over 300 Member organizations (MO) twice a year. It approves the annual plans and reports and drafts the overall strategy. The AGM elects the Board that engages in strategic management and supervision of KEPA.</p>
<b>Key tools</b>	<p>KEPA has a set of RBM-related guidelines including the following:</p> <ul style="list-style-type: none"> <li>• Management Charter and Financial and Budget Regulations</li> <li>• Guidelines for Planning, Monitoring and Evaluation in KEPA. The system is structured around the Outcome challenges.</li> <li>• Partnership process description</li> <li>• Programme Monitoring Plan</li> </ul> <p>Other tools include e.g. the following:</p> <ul style="list-style-type: none"> <li>• Central Desktop -tool functioning as a comprehensive database (plans, reports, budgets, etc.); through the Central Desktop all staff have access to any relevant documentation. The system is structure around the Outcome challenges.</li> <li>• Templates for operational planning and reporting</li> <li>• Financial management tools</li> <li>• Monitoring data collection system</li> <li>• Team agreements and job descriptions</li> </ul>

## KEPA

### Planning

KEPA's mission statement and values and the 6-year strategy form the basis for KEPA's strategic planning. The present strategy 2012–2017 was prepared through a consultative process with member organizations (MOs), MFA and various interest groups. The preparatory process included self-assessment of the previous strategy as well as analyses of the operating environment. The strategy was updated in 2014. The strategy is operationalized through three-year programmes which focus on KEPA's three key areas:

- 1) Influencing political decision-making,
- 2) Influencing public,
- 3) Strengthening capacity of MOs.

Objectives for the three areas are defined as Outcome Challenges (OCs). Breakdown into more detailed outputs is not done whereby operational planning is rather activity-based. However, all activities must contribute towards the OCs.

Since KEPA started to apply the Outcome Mapping method, a key element in planning has been identification of the "boundary partners", i.e. stakeholders crucial towards long-term objectives (OCs) and whom KEPA aims at influencing. This actor-oriented approach lays the foundation for monitoring KEPA's results.

In addition to the 3-year work plans, annual action plans are prepared. At operational level, teams and offices define annually key priorities and activities that contribute to OCs, and more detailed planning is done for 6-month periods.

To strengthen RBM, for the programme 2016-2018, targets will be integrated to the monitoring plan. Number of quantitative and qualitative indicators will also be set for accountability needs.

### Monitoring and reporting

At operational level, teams and country offices report quarterly and annually against the OCs and action plans. Assessment against the Progress Markers and indicators for the strategy are documented in the quarterly reports. Qualitative feedback collection is encouraged. Financial monitoring is linked to the narrative reporting.

Monitoring and reporting by the teams and offices enable performance monitoring by the Management team and function as an internal learning process for the teams and offices themselves. For results monitoring KEPA applies the simple approach proposed by Max Peberdy: 1) Have we done what was planned; 2) Did it make any change; 3) Did we do the right things in the right way? In practice, reporting is done in the reporting template by assessing the progress and achievements against the OCs and Progress Markers divided by Boundary Partners. Another important element of monitoring is collection of feedback from the MOs.

The findings from the operational level are processed to the Programme-level into short annual Programme reports. Six "super-indicators" with sub-indicators are defined for the strategy level and are discussed in the Board and with the teams. However, as these indicators provide only limited information, narrative reporting on learning is considered more important.

KEPA has prepared also a results matrix for MFA.

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KEPA has prepared also a results matrix for MFA.

<b>KEPA</b>	
<b>Evaluations</b>	<p>As KEPA was last time evaluated in 2005, KEPA has been requesting MFA to conduct a new evaluation. Due to the present CSO evaluation, new evaluation process is on hold.</p> <p>Altogether, KEPA has not applied external evaluations systematically at programme level. Some evaluative processes are conducted (e.g. MO surveys, external assessment of advocacy work, client satisfaction surveys on World Village Festival and KEPA's communication channels) and some background surveys are planned to be conducted for the new strategy preparation process.</p> <p>Instead of external evaluations, KEPA tries to apply a culture of learning organization with constant reflections against the three questions of Max Peberdy (see the row above). The Outcome Mapping approach is considered as a relevant tool for this.</p>
<b>Processing of M&amp;E findings</b>	<p>As noted above, M&amp;E findings are dealt with especially at team/office levels for self-learning, i.e. for identifying issues requiring improvement and for planning. Quarterly meetings are held between teams and their respective manager to assess progress against plans. Twice a year the progress is assessed at the organizational level in internal evaluation and reflection meetings through the structure of OCs crossing teams and offices.</p> <p>The "super-indicators" are used for reviews at management and Board level.</p> <p>As RBM is considered as a management approach, the processing of monitoring data is seen as a continuous dialogue process within and between the teams and between teams and management.</p> <p>Dissemination of results information, best practices, etc. to MOs is an important part of processing of the M&amp;E findings. The target is on one hand to promote best practices, and on the other hand, to get feedback from the MOs</p> <p>As policy work and communication with public are among KEPA's four key action areas, findings are used also for dissemination as well as for policy work.</p>
<b>KIOS Foundation (The Finnish NGO Foundation for Human Rights KIOS)</b>	
<b>RBM system</b>	<p>As KIOS is a foundation established by 11 Finnish CSOs, focusing on human rights (HR) work, its RBM challenges differs to a great extent from the other CSOs funded under the partnership framework. The challenge on RBM is even more complicated as KIOS is providing both project and core funding.</p> <p>At the level of funded projects/operations, the management system consists of applications (which function as project plans), funding and financial management systems, and reporting mechanisms. These are guided by related guidelines (see below).</p> <p>For KIOS itself, RBM is especially about fund management within its strategic framework (support to HR work). Thereby, the RBM system is built mainly for processing funding applications and for fund management. KIOS strategy defines the general principles and values, and country strategies provide the rough framework for country-level strategies.</p> <p>The RBM method applied is roughly based on LFA; in the application template, each project must state its beneficiaries, objectives and activities as well as sustainability analysis in their applications. Usage of indicators is recommended but not obligatory.</p>
<b>Key tools</b>	<p>Key RBM-related tools of KIOS include the following:</p> <ul style="list-style-type: none"> <li>• KIOS Strategy Document 2011–2015</li> <li>• KIOS Application Guide and application forms</li> <li>• KIOS Project Management and Reporting Guide and reporting forms</li> <li>• Application assessment criteria and template</li> <li>• KIOS budgeting and financial management tools</li> </ul> <p>The Programme plan and specific country profiles and strategies provide strategic background for KIOS's management.</p>

### KIOS Foundation (The Finnish NGO Foundation for Human Rights KIOS)

<b>Planning</b>	<p>The mission and strategy of KIOS provides the general scope for the foundation' operations. Within this background, the Board of KIOS is responsible for strategic planning.</p> <p>At operational level, KIOS has defined the partner countries as well as defined the rules of funding in the strategy as well as in the operational guidelines (see above). Applicants are responsible for planning, guided by the guidelines. As KIOS is able to fund only about 10% of applications, application review process is the key planning exercise. Simple application and application review templates support this process. The portfolio of projects is thereby depending on the applications submitted.</p>
<b>Monitoring and reporting</b>	<p>Projects Report based on the instructions given in the KIOS Project Management and Reporting Guide. Short narrative reports are prepared, with some focus on results, for financial reporting clear templates are provided.</p> <p>KIOS's coordinators also conduct monitoring trips to projects to enable reviews and discussions with the partners. Reports with recommendations are prepared after each field trip.</p> <p>KIOS itself prepares narrative annual reports which are used both for the Board and for MFA.</p>
<b>Evaluations</b>	<p>KIOS has conducted some evaluations on projects supported by the foundation.</p>
<b>Processing of M&amp;E findings</b>	<p>Through monitoring and reporting, KIOS aims at ensuring that project partners conduct systematic monitoring for their own learning.</p> <p>The secondary aim of M&amp;E is to ensure that projects are implemented with good governance and get information from projects on the results and progress for identifying issues requiring action from KIOS.</p> <p>The findings of evaluations are discussed at KIOS Board and are used for future planning. However, the partners have the main responsibility for making the recommendations into actions.</p> <p>Internal reviews of the HR situation in the partner countries is an important part of KIOS's planning.</p>

## Plan International Finland

<b>RBM system</b>	<p>As Plan International Finland (referred as Plan Finland below) is part of the global Plan International family, the RBM systems are based to a great extent on the global Plan's systems and approaches. Altogether, the systems are comprehensive providing mechanisms and tools for all phases of project cycle.</p> <p>For MFA's programme, LFA has been Plan Finland's basic RBM method. This includes both a global results matrix at programme level, and project-specific Logframe matrixes.</p> <p>Projects implemented at country level (with Plan Finland and other funding) form the country programme frameworks, including country strategies that are link country-level actions to the global programme through Plan's Programme Accountability and Learning System (PALS). Under PALS, various RBM methods are used including results chain and most significant change narrative. Performance monitoring includes participatory group discussions, community score cards, attendance lists, etc.</p> <p>As Plan's strategy is focused on Plan's global Child Centered Community Development (CCCD) approach, also the RBM-mechanisms (planning and M&amp;E) are built on this approach.</p> <p>For the MFA's programme, Plan Finland uses its own specific Results Matrix and programme cycle management. The cycle covers the following:</p> <ul style="list-style-type: none"> <li>• Design of the programme and projects with thematic and cross-cutting target setting based on the CCCD.</li> <li>• Continuous performance monitoring and assessment</li> <li>• Quarterly and annual reporting from the country offices to FLNO</li> <li>• Project mid-term reviews and external final evaluations</li> <li>• Programme evaluations</li> </ul> <p>At country programme and project levels, M&amp;E and research frameworks are developed as part of Country Strategy Plans to generate information and evidence to assess the results and programme process and to strengthen accountability and improve learning.</p> <p>Plan International is now in the process of updating its RBM approaches and systems whereby also Plan Finland is in the process of rolling-out an updated programme level RBM-system with strengthened focus on change management through the existing LFA and results matrix. The new Programme Quality Framework will include improved RBM processes and tools, including maximum 10 programmatic indicators for each country. This is expected to strengthen programmatic RBM. Altogether, the new global systems will replace some of the tools developed by Plan Finland for its acute needs.</p>
<b>Key tools</b>	<p>Plan Finland's key RBM-related tools include the following:</p> <ul style="list-style-type: none"> <li>• RBM Guidance note 2015</li> <li>• MFA Programme framework results matrix</li> <li>• Plan Finland Grants Guidelines</li> <li>• Plan Global Strategy, Plan Finland Strategy, and Plan Finland Programme Strategy</li> <li>• Plan Programme Guide</li> <li>• CCCD Standards</li> <li>• PALS Core Guidelines</li> <li>• Programme Quality Policy</li> <li>• Plan Evaluations Standards and related guidance in the Planet website.</li> </ul>

## Plan International Finland

<b>Planning</b>	<p>Plan International's strategy "One Plan, One Goal: Rights and Opportunities for Every Child" with the CCCD approach sets the base for all planning and is the base for strategic/programmatic planning.</p> <p>Plan's Global strategy includes eight Impact Areas which give a more concrete focus for planning. In its own strategy, Plan Finland focuses on right to education as the main impact area. The project portfolio thereby reflects this selection, complemented with cross-cutting programming on gender and inclusion, ICT4D, resilience and disaster risk management. A new Programme is now prepared until 2020.</p> <p>While Plan Finland's development cooperation falls under Plan's global work and is implemented within Plan's network, Plan Finland has prepared a Results Matrix for the MFA-funded Programme to enable focused planning and M&amp;E on the programme. The targeted results are defined using the global thematic indicators with baselines and annual targets. The outcome indicators address especially levels of change from changes at individual level up to institutions and systems.</p> <p>Altogether, planning in Plan Finland includes extensive consultations within the Plan International network, the country partners having the key responsibility for operational planning. Thereby, Plan Finland has a supportive role in the partners' development processes.</p>
<b>Monitoring and reporting</b>	<p>Monitoring is conducted through the following process: Field officers in the communities report to Programme Units in sub-country (e.g. Provincial) offices which forward data to country offices who report to Plan Finland's programme teams. At the same time, reporting is forwarded also to Plan International, which receives reporting through this process and from Plan Finland. To ensure coherence, Plan International tries to pursue donors to accept its own reporting processes; MFA has been flexible in this respect.</p> <p>The PALS system consists of four key component: 1) Participatory situation analysis from a child rights perspective; 2) Strategic and Programme planning including Country Strategic Plans and Programme Unit Long-term Plans; 3) Programme implementation through projects; 4) Programme M&amp;E and research. The fourth component includes three types of initiatives: 1) Annual Participatory Programme Reviews; 2) Additional M&amp;E and research initiatives based on needs; 3) Country Strategy Evaluations. While the PALS system is a global PLAN system, Plan Finland has also developed its own project-specific templates for planning and reporting. These include a set of common indicators for all projects, enabling thereby aggregation of some results data.</p> <p>At project level, the Project Design Document (developed in consultation with Plan Finland) includes the monitoring indicators and defines the M&amp;E processes. The results and performance of each project is measured against relevant sections of the MFA programme results matrix developed together with the country offices in concern. In addition, projects are subject to continuous operational monitoring (implementation, financial management) by Programme Units in the field and Country Offices. Field officers conduct periodic visits to projects to support the implementation as well as report to the country offices. Country offices process country-level monitoring data and report to Plan Finland (biannually) and to Plan International, the latter through Regional Offices. Plan Finland's officers conduct also monitoring trips from Helsinki HQ to projects and country offices.</p> <p>Based on Annual Project Reports, a synthesis report is prepared for MFA, and a Framework Report at the end of the programme period.</p> <p>Plan International is now in the process of updating its RBM approaches and systems whereby also FLNO is in the process of rolling-out an updated programme RBM-system with strengthened focus on change management through the existing LFA and results matrix. The new Programme Quality Framework will include improved RBM processes and tools, including maximum of 10 programmatic indicators for each country. This is expected to strengthen programmatic RBM. Also improved data management systems will enable more practical usage of M&amp;E data.</p>

<b>Plan International Finland</b>	
<b>Evaluations</b>	<p>Evaluations are considered in Plan Finland as a key quality development mechanism. Plan International has a Global Evaluation Policy which emphasises the importance of evaluations in RBM.</p> <p>The MFA framework projects are evaluated in principle at the end of each project. External Mid-term reviews are also conducted as per need. During the previous programme, 14 external Final Evaluations were commissioned by Plan Finland. The framework Programme as a whole will be evaluated by an external consultant in 2016, previous programme level was conducted in 2010 (mid-term Evaluation). In addition, some evaluative thematic studies have been conducted.</p> <p>Internal mid-term reviews are also conducted systematically to track the progress in projects.</p>
<b>Processing of M&amp;E findings</b>	<p>M&amp;E findings are used at project level especially by the projects and country offices. Findings provide also the core material for discussions between Plan Finland and its partners in the countries.</p> <p>At Plan Finland, biannual Programme performance review meetings and thematic workshops are the key platforms for analyzing findings from M&amp;E. In the workshops, results are analyzed for consolidation into Programme level.</p> <p>Altogether, the processing of M&amp;E findings at Plan Finland includes rather systematic processes within the management of Plan Finland.</p> <p>In addition, results data (including stories) are used in communications.</p>
<b>SASK (Trade Union Solidarity Centre of Finland)</b>	
<b>RBM system</b>	<p>SASK has been a programme organisation since 2006 and applied LFA-type planning and monitoring at project and programme levels. 2015 is the first year when SASK has started to develop a more systematic programmatic RBM system.</p> <p>At programme level SASK applies now theory of change and pathway of change approaches. In global education, results chain is applied.</p> <p>Altogether, RBM in SASK is based on SASK's strategy cycle, where the base is laid by the 5-year strategies. Based on it, regional, personnel and communication strategies are developed. The MFA programme is basically a 3-year plan based on the strategy. Now a new strategy process is ongoing, and SASK aims at developing into a more objectives and results-oriented strategy than the present one.</p> <p>Basically, programmatic RBM is conducted through the programme cycle, i.e. programme formulation (strategy laying the grounds for the programme), programme review towards the end of the programme period, annual operational planning, annual operational reviews, combined with financial planning and monitoring, risk management and internal audits.</p> <p>At project level, the typical project cycle is applied.</p> <p>With the new processes and guidelines now under preparation, SASK aims at more systematic planning with defined indicators and baselines (some common for all projects), and thereby easier aggregation of results for programme level management.</p> <p>In the past, management has consisted of various systems and approaches, not all harmonized and synchronized. Now the aim is to develop a more holistic management system applying the RBM approach.</p>

### SASK (Trade Union Solidarity Centre of Finland)

<b>Key tools</b>	<p>The RBM-related tools of SASK include the following:</p> <ul style="list-style-type: none"> <li>• Different levels of plans: Strategic plans (SASK's Statutes, Strategy (present 2012–2016), Regional strategies); Programme Plan (present 2015–2017); annual plans, Project plans (prepared by the partners)</li> <li>• Set of guidelines and manuals: <ul style="list-style-type: none"> <li>– Project planning and reporting guidelines (for partners)</li> <li>– Project appraisal form for assessing the relevance and quality of project proposals</li> <li>– Project management guideline (to be replaced with a new one in the near future; the new guideline will cover both project and Programme levels)</li> <li>– Various administrative and management guidelines</li> <li>– Set of planning and reporting guidelines and templates</li> <li>– Evaluation guidelines</li> </ul> </li> <li>• To support management, SASK has a project management system IRMA. It is the key data management tool and used to collect, collate, synthesize and analyze the performance of the programme on the basis of data provided by the projects.</li> </ul>
<b>Planning</b>	<p>The statutes form the base for strategic planning and the strategy to programmatic planning. Programme planning is also based on the situation regarding operational environment in Finland (interests and priorities of the member organizations (MOs)), needs and priorities of the Southern partners, priorities of other international partners, as well as MFA's policies. SASK Board oversees the strategy process, the final strategy being approved by the General Meeting.</p> <p>The Programme plan is concretised in country level plans which are made based on the regional strategies. These strategies are derived from country stakeholders' priorities and aligned with Programme objectives and SASK strategy.</p> <p>Regarding projects, partners are responsible for project planning, including setting of objectives and indicators. About 2/3 of funding is channelled through Global Union Federations, about 1/3 is used for bilateral projects. In general, the Global Federations are more capacitated for RBM than the bilateral partners who require more planning support from SASK. Each project has to be in line with the programme's objectives; to ensure this SASK representatives often participate in the planning processes (but do not manage the process).</p> <p>The new improved guidelines are expected to somewhat harmonize the planning processes. For example, more attention will be paid on setting of Indicators with baselines.</p>
<b>Monitoring and reporting</b>	<p>At project level, monitoring focuses on comparing implemented activities and spending against work plans and budgets. Annual and mid-term reports, supported by monitoring by SASK's own staff form the base for monitoring.</p> <p>At programme level, monitoring has focused on Programme-level implementation and financial monitoring, based on compiled information from the projects. Annual report submitted to MFA is based on this information. By now, the process has been rather activity- and input-based. However, with the new systems now developed, more focus will be laid on results monitoring.</p>
<b>Evaluations</b>	<p>External project evaluations are conducted according to a set schedule (end of project, end of two project cycles if cooperation is planned to continue, at points when focus of cooperation is to change significantly). SASK's evaluation guidelines provide some guidance to evaluation.</p> <p>Internal project reviews are also conducted by the partners, responsible SASK staff participating in the reviews. These reviews are more carried out according to the priorities and schedules of the partners.</p> <p>The programme itself has not been subject to evaluation earlier, but now an external Programme evaluation is being conducted, findings are expected to be available in mid-April.</p>

### SASK (Trade Union Solidarity Centre of Finland)

#### Processing of M&E findings

At project level, M&E findings are used to improve or redirect project focus or operations. Findings are discussed with partners as well as within SASK's management team to guide future planning. In case of serious problems, funding may be closed or redirected.

End-of-project evaluations are used for planning of the next phase of the project, or for preparation of new projects. However, the processes are not very systematic.

Results data and case stories are used also for wider dissemination among the MOs and public.

### Save the Children Finland (SCF)

#### RBM system

As Save the Children Finland is part of the global Save the Children International (SCI), its RBM is partly based on the global organizations systems and processes. Altogether, the management background is laid down by the organization's Theory of Change (ToC) which is applied at the programme as well as at project levels. The ToC includes four pillars: 1) Be the innovator / Direct support; 2) Achieve results at scale / Advocacy and policy change; 3) Be the voice for and of children / Capacitating the civil society; 4) Build partnerships

The actual RBM method combines LFA and Child Rights Programming (CRP) approaches. CRP is the backbone to all operations and projects: they must contribute towards it.

The key elements of the RBM system include the following:

- Quality Framework (developed by SCI) provides the overall framework for management, including 12 aspects of operational quality. For SCF, the key elements are the finance-, award management-, Safety and security- and HR-management systems as well as the M&E system.
- SCI's financial management is implemented using SCI's Aggresso system.
- Award management system serves as a database for all funding transferred between MOs and SCI and manages workflow processes. It is also the key data management system.
- Risk management with a risk register. Specific risk management tools are available also for project level.
- M&E systems: all SCF's monitoring systems are harmonized with the global comprehensive procedures and standards and apply related tools.
- Safety and security management.
- Human resources management with detailed job descriptions and competence definitions.

Programme quality is emphasized and includes the following elements:

- Evidence based approach based on a Child Rights Situation Analysis and Needs Assessment. This relates also to advocacy work: all advocacy work should be based on evidence learned from projects and support implementation at scale.
- Learning: clear processes for learning and reflection, M&E providing feedback loops. Sharing of experiences, best practices and documentation within the global Save the Children network is an important part of learning.
- Thematic excellence in child rights issues, emphasizing also gender equality and inclusion
- Systematic processes for planning and M&E, based on SCI's standards.
- Accountability, including systems for feedback and to report concerns and complaints.

Starting from 2016 a new results architecture will be applied, aiming at further strengthening RBM in planning, implementation and M&E.

### Save the Children Finland (SCF)

<b>Key tools</b>	<p>SCF has a comprehensive set of tools for RBM, most being SCI tools, including e.g. the following:</p> <ul style="list-style-type: none"> <li>• Award Management System with Award Management Manual and Award Budget guidelines and related templates</li> <li>• Guidelines for Country Annual Planning and Reporting</li> <li>• Total Reach, Advocacy Measurement and Child Participation tracking Tools</li> <li>• Quality Benchmarks</li> <li>• Thematic Programme Guidances</li> <li>• Evaluation Handbook</li> <li>• Global Indicator Guidance and tracking tool</li> <li>• Proposal Development Plan</li> <li>• Action plan tracker and indicator performance tracking tool</li> <li>• Risk assessment tools</li> <li>• Global Aggresso system for financial management and data management</li> </ul>
<b>Planning</b>	<p>All projects need to contribute to SCI's strategic objectives defined as "breakthroughs". Thematic programming is then led by Global Initiatives which have specific thematic plans (current 2016–2018) with thematic objectives and global indicators. Global objectives and indicators are developed to five global themes: 1) Health and nutrition; 2) Education; 3) Child protection; 4) Child poverty; 5) Child rights governance; and for 6) Global campaign. These form the base for global-level RBM.</p> <p>Based on the strategy "Ambition 2030 for Children" and the Global Initiative's thematic plans, Country offices develop their own Country Strategies and annual plans. All projects contribute towards Country Strategies. The Child Rights Situation Analyses or Needs Assessments provide the other key starting point for project planning. Against this background SCF's projects are planned together with the country offices and partners (e.g. partner NGOs and/or partner country authorities).</p> <p>Planning systems and processes are to a great extent harmonized as Save the Children International approaches which also define clearly the roles of different stakeholders in planning.</p>

### Save the Children Finland (SCF)

<p><b>Monitoring and reporting</b></p>	<p>A key element of the Save the Children’s RBM system within a country is the Monitoring, Evaluation, Accountability and Learning (MEAL) approach which aims at emphasizing collection and usage of data to support decision making, accountability and continuous improvement. MEAL consists of tools for accountability, quality benchmarks and processes for learning and includes 15 global Key Performance Indicators. At global level, Global Initiatives produce thematic annual results reports, applying these indicators. Starting 2016 Global Initiatives will also include global indicator strategic learning questions to track down key learning issues to support future programming.</p> <p>At project level, a M&amp;E plan is prepared for each project. Baseline surveys are conducted during the first six months. Monitoring is conducted in accordance with the M&amp;E plan quarterly, bi-annually and annually, or three times during project implementation, depending on the indicator. To support monitoring, an Indicator Performance Tracking tool is developed from the M&amp;E plan. Starting from 2014, specific Quality Benchmarks have been defined to enhance quality.</p> <p>Reporting from projects includes quarterly reports (bi-annual from 2016 onwards) concentrating on activities and annual reports concentrating on results. Case studies form part of annual reporting. In addition to reporting outcome and outputs indicators, projects report on total reach (# of people reached; children, boys/girls, adults). Tools for tracking advocacy results and child participation are also used in monitoring. Completion reports are prepared in the end of a project, concentrating on achievements and lessons learnt.</p> <p>For SCF’s programme, indicator data from projects and studies is collated on annual basis, with some common indicators to enable aggregation of results data.</p> <p>Regular field visits to projects form also a key monitoring mechanism for SCF.</p>
<p><b>Evaluations</b></p>	<p>Save the Children has a culture of evaluation and evaluation approaches and procedures are defined in the organization’s Evaluation Handbook. External mid-term evaluations are conducted in projects lasting 3 years or more and final evaluations in all projects more than one year as well as in shorter projects if the budget is over 1 million USD.</p> <p>Regarding the MFA’s programme-based support, in 2013 SCF conducted thematic evaluations on Disaster Risk Reduction and Child Sensitive Social Protection in South Asia. Programmatic mid-term reviews are conducted the second year of the 3-year Programme, the first testing of the approach implemented in 2015. The methodology applied was based on self-evaluation. Based on the findings, management responses and action plans were prepared by the country offices in concern.</p> <p>In 2016, thematic evaluations on child protection, child rights governance and education will be conducted.</p>
<p><b>Processing of M&amp;E findings</b></p>	<p>Save the Children has rather standardized procedures for processing M&amp;E findings for decision-making and planning. Learning is emphasized whereby the different levels of indicators form a key tool for reviewing progress of projects and identifying development needs. Regarding project monitoring, projects themselves and country offices are the key users of short-term monitoring while for SCF annual monitoring is the key level, the aim being getting feedback for improving the Programme strategy and implementation. Annual project meetings provide the key platform for discussions between SCF and project partners.</p> <p>Regarding evaluations and reviews, management responses are prepared for defining actions to be taken.</p> <p>Findings from results monitoring and evaluations are also shared within Save the Children network as well as with external stakeholders. SCI’s Community of Practice Network and thematic task groups are the key platforms for learning.</p> <p>Based on a review of the Award Management system, a Award Management Change Project was launched (2015-2017) to further develop management systems. This is expected to further systemize the processing of M&amp;E data and findings in decision making.</p>

## Siemenpuu Foundation

<b>RBM system</b>	<p>As also Siemenpuu is a foundation, its RBM approach differs somewhat from the CSOs who themselves are implementing partners of projects. The focus is on fund management whereas the programmatic approach is defined mainly in the organization's principles and funding criteria, i.e. approved projects must fulfil the criteria defined for funding. Altogether, the key elements of Siemenpuu's RBM system includes the following:</p> <ul style="list-style-type: none"> <li>• Siemenpuu's Charter with its by-laws and the Long-term Action Plan (LTAP) set the strategic objectives and operation modes for Siemenpuu's Programme management.</li> <li>• The multi-year operational plan (current one 2016–2018) is a generic document defining the key principles applied in the Programme. Rough strategic objectives (without indicators) are given for the thematic focus areas.</li> <li>• Siemenpuu's project management cycle forms the key level for RBM and is defined by key phases of the project cycle and requirements and procedures set for project applicants.</li> </ul> <p>Siemenpuu has identified the need to develop its RBM systems and the organization is currently reviewing and developing the systems into a more coherent one.</p> <p>For RBM, the key levels of management are the Council which provides strategic guidance and approves the strategies and key documents. The Executive Board provides more hand-on management, i.e. approves the annual and long-term targets and provides management guidance. The Office is responsible for implementation, including M&amp;E and reporting. Eight working groups give guidance on thematic issues.</p> <p>Siemenpuu Foundation applies in its RBM a combination of LFA, Results Chain and Outcome Mapping approaches.</p>
<b>Key tools</b>	<p>Key RBM-related tools include the following:</p> <ul style="list-style-type: none"> <li>• Project administration process matrix</li> <li>• Database for project management (internal + partly open for partners to be used for reporting and peer learning)</li> <li>• Project concept paper and application forms</li> <li>• Forms for assessment of applications</li> <li>• Manual for financial management</li> <li>• Progress report form for applicants and internal form for assessment of reporting</li> <li>• Final report form for applicants and internal form for assessment of the report</li> <li>• Guidelines for monitoring trips</li> </ul> <p>Other tools include the by-laws, management regulations, guidelines on best practices and various policy documents and communications principles.</p>

## Siemenpuu Foundation

<b>Planning</b>	<p>Siemenpuu Foundation Charter approved by the 15 founding partners of Siemenpuu sets the strategic frame for the organization. Programmatic objectives are defined in the Long-term Action Plan (present 2016–2021) and slightly more concretely in the multi-year plan (2016–2018) and concretized in annual plans.</p> <p>The projects are selected through calls for proposals, using the Foundation’s key objectives and criteria as selection tools. The application process is two-step: First Concept Papers are submitted, and based on their review, relevant projects are asked to submit the more detailed applications. Findings from past projects and evaluations are used for developing the calls for proposals.</p> <p>Regarding projects, the applicants are responsible for planning, based on the guidelines given in the application form. Siemenpuu guides the partners to set the results targets when needed. In practice, applications function as project plans. The application form includes statements of objectives and results. A question on indicators is also included, but not in the Logframe matrix style.</p>
<b>Monitoring and reporting</b>	<p>The applicants monitor the projects with their own systems. Reporting to Siemenpuu is conducted with the Foundation’s standard forms (Annual Progress Reports and Final Reports). At Siemenpuu, the reports are reviewed based on internal assessment templates.</p> <p>In Siemenpuu’s annual reports, data from Annual Reports and Final Reports is processed in Siemenpuu’s Annual Report. At the moment, Siemenpuu is in a process to develop some aggregated indicators for cluster (thematic) level results reporting.</p> <p>Monitoring trips to projects by Siemenpuu staff are also conducted. Short mission reports with key findings and recommendations are prepared.</p>
<b>Evaluations</b>	<p>All clusters of projects (thematic programmes) are evaluated approximately every 5 years. Occasionally, also project evaluations are conducted. Evaluations include external and self-evaluation processes. In addition, partners are encouraged to carry out their own self-evaluations and external evaluations. M&amp;E plans are requested to be included in the applications (not an obligatory element of the application).</p> <p>A Programme-level evaluation is planned for 2016–2017 to guide the preparation of the next multi-year plan. Siemenpuu’s book series was evaluated in 2015.</p>
<b>Processing of M&amp;E findings</b>	<p>Findings from project M&amp;E is first of all aimed to be used by the projects themselves for internal learning. At Siemenpuu, reports are reviewed using the report assessment templates, and based on the findings, guidance is given to the projects.</p> <p>At Siemenpuu, results data is collected in the reporting at project, cluster and Programme levels. M&amp;E findings are used for development of the project cycle and guidance, calls for proposals as well as for substance-related developments at cluster level. In general, results feed to Programme planning. To support programming, Siemenpuu tries now to develop some aggregated indicators for more cohesive assessment of results.</p>

## Solidarisuus / The International Solidarity Foundation (ISF)

<b>RBM system</b>	<p>ISF's RBM methodology is based on LFA, including also some elements of the Outcome Mapping and Results Chain approaches. For defining the programme vision and purpose, a theory of change is developed, and Outcome Mapping approach is applied by the use of testimonies in measuring attitude changes.</p> <p>The RBM system comprises of</p> <ul style="list-style-type: none"> <li>• The base for RBM is stated in the ISF Strategy (present 2012-2016); the programme and all projects must be in line with the mission.</li> <li>• In practice, ISF's programme is made of projects supported by ISF, whereby the programme (present 2016-2018) may be seen as an umbrella framework for the projects. ISF has a clear scope for its programme consisting of two thematic programmes focusing work and livelihood (especially small-scale entrepreneurship in communities) and improvement of women's rights, whereby the programmatic focus is clear. The Programme Plan defines the programmatic objectives and indicators, concretized in LFA-based Programme Monitoring Matrixes (one for livelihood development, the other one for women's rights). The matrixes are updated always when a new project is planned.</li> <li>• ISF selects its partners through open or restricted calls for partnerships/projects. The selection is made using a set of selection criteria. At project level, the partners have the main responsibility for planning. Projects are implemented through a typical project cycle management process, and LFA is applied as the RBM method.</li> <li>• ISF emphasizes also the importance of the experienced Programme Team and continuous field presence as part of the RBM system. In addition to the Helsinki headquarters, the Programme Team includes three country/regional managers based in the field. In addition, locally hired monitoring officers facilitate the partners' work and guide their monitoring and reporting.</li> <li>• Long-term cooperation commitments are also seen as important for RBM: through long-term partnerships the partners capacities are strengthened. ISF provides systematic capacity building for its partners, covering also RBM.</li> <li>• Risk management is also an important element of the RBM system. It is conducted through monitoring of the changes in the operating environment by the country/regional managers, through visits to projects, through audits, security reviews, etc. However, the project plans do neither include specific risk matrixes nor risk mitigation plans.</li> </ul>
<b>Key tools</b>	<p>ISF's key tools for RBM include the following:</p> <ul style="list-style-type: none"> <li>• Programme Manual (2011); a comprehensive manual describing ISF's approaches for PCM and LFA. The manual includes also templates for the project plans, monitoring plans, work plans and budgets as well as for quarterly and annual reports.</li> <li>• ISF administrative and finance management regulations</li> <li>• Programme Document</li> </ul>
<b>Planning</b>	<p>The ISF Strategy and the Programme plan set the programmatic base for ISF's work while the concrete content is formed by the several projects supported by ISF. For programme level planning, ISF analyses the lessons learnt through previous projects and conducts additional situation analyses. Another key element of programmatic planning is the selection of partners (mainly NGOs and cooperatives from the partner countries): this is done through open or restricted calls for proposals, proposals being screened through ISF's selection criteria.</p> <p>The partners are responsible for and have the lead in planning and implementation of projects, ISF providing support and guidance as needed. Each project has to be compatible with ISF's goals and Programme. Participatory planning with beneficiaries is emphasized in ISF's approach.</p> <p>ISF does not expect to receive ready-made project plans. Instead, detailed project planning is conducted after selection of the partner, based on a separate plan for the planning phase. Capacity development on planning is provided for the partners as needed. To summarize, the project planning process includes the following:</p> <p style="text-align: right;">&gt;&gt;&gt;</p>

## Solidaarisuus / The International Solidarity Foundation (ISF)

<b>Planning</b>	<ul style="list-style-type: none"> <li>• Preparation of the plan for the planning phase, supported by ISF's country/regional managers and monitoring officers.</li> <li>• Initial identification of project ideas.</li> <li>• Project planning by the partner, supported with ISF's field staff's facilitation</li> <li>• Review of plans by ISF's thematic advisers to ensure a strong linkage between the project and ISF's Programme. In case possible, face-to-face consultations are held.</li> <li>• If needed, ISF may also hire external advisers to support project planning.</li> </ul> <p>RBM is applied in project plans through LFA tools.</p> <p>Once the project plan is drafted, a baseline study for defining the baselines for indicators is conducted (or it is prepared in the beginning of the implementation process). Indicators are also revised if needed.</p> <p>After the project plan is approved by ISF, the detailed budget is prepared.</p> <p>During implementation, the detailed planning is conducted on annual basis with quarterly updates.</p>
<b>Monitoring and reporting</b>	<p>ISF's Programme-level monitoring is based on theme-specific Programme Monitoring Matrixes. The monitoring at the programme level is carried out annually and every three years. The information for the programme level monitoring and results analyses is derived from project-level monitoring, which is based on quarterly and annual schedules. Thereby, the project-specific monitoring matrixes form the base for monitoring and progress is reviewed against the set baselines. The roles in monitoring are as follows:</p> <ul style="list-style-type: none"> <li>• The partners are responsible for project-level monitoring and reporting. Interaction with the beneficiaries is emphasized by ISF and the ISF team monitors the interaction between the partner and project beneficiaries. The partners prepare quarterly, annual and final reports on their projects.</li> <li>• ISF's country/regional managers and monitoring officers give guidance to the partners and conduct their own monitoring actions for quality control.</li> <li>• ISF's thematic advisers review the reports and give guidance as needed. They also analyze the results and lessons learnt for programmatic monitoring and reporting.</li> <li>• ISF's Programme Director organizes regular programme meetings with the Programme Team to discuss the progress and identify issues requiring action. He/she also is responsible for informing ISF Management Team, Executive Director and the Board of the programme implementation.</li> <li>• ISF's own staff has annual meetings in Finland for assessing programme implementation, and in the partner countries, annual assessment workshops are conducted with ISF field staff and partners.</li> </ul> <p>The findings from the project-specific annual reports are then consolidated into the programme level annual reports. The Annual Reports include analyses of the changes in the operating environments and on the results achieved in the projects. Monitoring Matrixes form the key elements for RBM.</p>
<b>Evaluations</b>	<p>At Programme-level, ISF's Programme was evaluated by and external evaluator in 2010, and a self-evaluation process was conducted in 2014-2015. Next external evaluation is planned for 2017.</p> <p>At project level, external evaluations are conducted regularly. In addition, self-evaluations and impact assessments are noted in the Project Manual as recommended approaches.</p>

## Solidaarisuus / The International Solidarity Foundation (ISF)

### Processing of M&E findings

The findings from M&E are used first of all for internal learning for improvement and for finding out the degree of achieving targeted results. Regarding monitoring, the discussions within the Management Team and the Board are key processes for programme level management. M&E results are used especially to guide strategic planning.

Regarding evaluations, internal discussions are held after each evaluation and the evaluation results are shared with the ISF Board. Evaluations are carried out together with the partners' project teams to ensure learning among the implementers. The findings and recommendations are discussed with the project teams as well as with local authorities in partner countries.

All evaluation reports are published online and press releases are also sent out.

Information on results provided by M&E are also used for ISF's campaigning.

## Taksvärkki

### RBM system

Taksvärkki's RBM mechanism is based on systematic approaches for both programme and project cycles.

In the past, Logframe method was used as the practical RBM tool, but Taksvärkki is now starting to apply the Outcome Mapping –method introduced through KEPA's trainings. This is expected to strengthen the partners' roles and ownership and support the RBM approach of Taksvärkki.

To summarize, Taksvärkki's RBM includes the following elements:

- At strategic level, the key elements include the following:
  - Taksvärkki's Strategy paper defines the organization's values, vision, mission and strategic objectives and set the framework for more detailed planning. It provides strategic background for the Programme plan (present 2014–2016).
  - Annual action plans and related annual action reports form the strategic operational level frameworks.
  - General budget financial frame guides the project-level financial planning.
  - Board meetings (7–10 times per year) form the main decision-making mechanism.
- Regarding MFA's programme, the system includes the Programme Plan, financial planning, programme M&E and audit as well as reporting mechanisms.
- Operational level is divided into projects with partner organizations and global citizenship education in Finland. Projects are managed through PCM principles. As the application of Outcome Mapping is still under development, most projects still apply the LFA approach for their management. Gradually, the aim is to move completely to Outcome Mapping.

### Key tools

The key RBM-related tools include the following:

- Program manual (constantly updated; quality tool explaining all processes and procedures in program work)
- Concept Note guidelines and evaluation criteria
- Project Document guidelines
- Risk management tool (mango.org)
- Financial tool for project monitoring
- New format for annual reporting by projects
- Check-list for monitoring visits

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## Taksvärkki

<b>Key tools</b>	<ul style="list-style-type: none"> <li>• Follow-up templates for external evaluations, audits and agreed issues during monitoring visits</li> <li>• Outcome Mapping facilitation guide</li> <li>• A guideline “Integrated Monitoring - a Practical manual for organizations that want to achieve results” (published by inProgress) is recommended to partners.</li> <li>• Simple guidelines for project partners on monitoring (based on OM approach) is planned to be developed before the next project planning process.</li> </ul>
<b>Planning</b>	<p>At strategic level, Taksvärkki’s Strategy sets the background for the present Programme plan (2014–2016). Thereby, the programme objectives are aligned with Taksvärkki’s strategic objectives, vision and mission. This programmatic level is concretized by project plans prepared for each specific project. At the moment, project plans apply both LFA and Outcome Mapping approaches. Outcome Mapping was applied to some extent in the preparation of the programme plan, especially for analyzing of the “boundary partners”.</p> <p>The present portfolio of projects is based on former partnerships. Some of the partners have been found through the Finnish CSO network. A Project Document is prepared for each project through a participatory process. Formerly, LFA tools were used in planning, now the Outcome Mapping is replacing LFA as the key method. Outcome Mapping has been found to be a method that strengthens participation and stakeholder’s ownership, especially regarding boundary partners.</p> <p>The structure of plans includes the following levels:</p> <ul style="list-style-type: none"> <li>• Programme plan 2014–2016 (in Finnish)</li> <li>• Annual updates on objectives and budget (in Finnish)</li> <li>• Project plans (Project Documents and annual plans)</li> </ul>
<b>Monitoring and reporting</b>	<p>Partners are responsible for project-level monitoring, defined in project-specific monitoring frameworks. Based on the findings of their own monitoring, partners report to Taksvärkki on quarterly basis. Reports (narrative and financial) follow fixed formats and guidelines. Analysing achievements, challenges and lessons learnt is emphasized by Taksvärkki.</p> <p>Taksvärkki has just established a new improved monitoring system for its Programme (11/2015). As part of the system, a set of common indicators has been defined for all projects to enable aggregation of some key results data.</p> <p>Quarterly, 6-month and annual reports are prepared by partners (new formats are based on the Outcome mapping approach).</p> <p>Taksvärkki’s HQ prepares the Annual Programme Report. As the focus and operations of Taksvärkki’s projects are rather similar, it has been possible to aggregate data from project monitoring to programme level reporting.</p>
<b>Evaluations</b>	<p>External mid-term evaluations are conducted in all long-term projects (3<sup>rd</sup> year). They are planned and implemented jointly with the partners. External final evaluations are conducted in the end of a project (5th year). External evaluations are conducted also for development education activities in Finland.</p> <p>As the present programme is the first for Taksvärkki, no programme level evaluations have been conducted yet. However, the next Programme is planned to be evaluated externally.</p> <p>Project teams conduct also regular reflection and planning workshops at least once a year; these function as platforms for self-evaluations.</p> <p>Evaluations have been used for improving the projects, in the future also for programme development.</p>

Taksvärkki	
<b>Processing of M&amp;E findings</b>	<p>M&amp;E data and findings are used both for identifying issues requiring action in projects and for programmatic management and planning. The findings are used for elaboration of three fundamental questions: 1) Did we do what we promised to do?; 2) Did we achieve any change?; and 3) Did we do the right things in a right way?. These reflections are done regularly with the partners as well as within Taksvärkki's own staff and management.</p> <p>Altogether, the Outcome Mapping approach underlines constant reflection on the outcomes and on the strategies used to achieve the expected outcomes.</p> <p>Regarding evaluations, MTEs are used for improving the projects in concern while final evaluations are more focused on the partner's future and sustainability of results after withdrawal of Taskvärkki's support.</p> <p>As global education in Finland is the other key area of action for Taksvärkki, experiences and results from projects are used actively in the global education activities. Its outcomes are subject to similar kind of M&amp;E as applied in Taksvärkki's development work in the South.</p>
World Vision Finland (WVF)	
<b>RBM system</b>	<p>As World Vision Finland always collaborates with the global World Vision it's RBM system is based on the systems and approaches of World Vision's global network. WV's management procedures and tools are extensive, the core of the methodology being the global World Vision's concept LEAP (Learning through Evaluation with Accountability and Planning) which provides the processes and tools for programme-level design, monitoring, and evaluation. It is applied in all programmes regardless of programming track (Transformational Development, Humanitarian &amp; Emergency Affairs and Policy and Advocacy) or funding source.</p> <p>LEAP is defined as</p> <ol style="list-style-type: none"> <li>1. Learning: Change in thinking and action through reflection on sound information about present and past experience.</li> <li>1. Evaluation: Systematically and objectively assessing the relevance, performance and success, or lack thereof, of ongoing and completed programmes and projects. This is done by comparing available data, monitoring implementation and conducting planned periodic evaluations.</li> <li>1. Accountability: Demonstrating responsibility to provide evidence to all partners that a programme or project has been carried out according to the agreed design.</li> <li>1. Planning: Identifying and scheduling adequate resources for activities that logically lead to outputs, outcomes and goals; working with management to link programme and project plans to national and regional strategies.</li> </ol> <p>Logical Framework methodology is applied in LEAP. Altogether, LEAP is used universally in all World Vision programmes, at all levels from Support Office to National/Regional Office to programme level down to projects.</p> <p>LEAP describes programme and project cycle management through six basic components: assessment, design, monitoring, evaluation, reflection and transition. Tools and standards have been prepared for each part of the programme and project cycles as well as for financial planning and management.</p> <p>LEAP includes five foundational principles that inform, guide and foster professional approaches to programming practice in World Vision. The principles are:</p> <ol style="list-style-type: none"> <li>1) <b>Systematic inquiry:</b> Systematic, data-based inquiry seeks to produce accurate and credible evidence enabling partners to explore, understand, interpret and critique all aspects of the programme management process and products. &gt;&gt;&gt;</li> </ol>

## World Vision Finland (WVF)

<b>RBM system</b>	<p>2) <b>Competence:</b> Competency and capability of staff and partners involved in design, monitoring and evaluation are considered during programme design, and regularly assessed during implementation. Regular capacity building is provided and simple, practical tools and methods are appropriately developed to allow any programme partner to participate in design, monitoring and evaluation activities.</p> <p>3) <b>Integrity and honesty:</b> All people involved with programme management shall ensure honesty and integrity of the entire management process. This involves negotiation with partners on tasks, limitations, scope, costs, and uses of products and keeping partners informed of all changes in agreed-upon plans. Feedback on the accuracy of data and findings from partners is an essential part of the process.</p> <p>4) <b>Participation:</b> Design, monitoring and evaluation explicitly include participation by all partners. Partners include, but are not limited to, children and their families, local communities and their organisations, local and national governments, local faith-based organisations, businesses, National Office staff (field and support), and donors (including sponsors). Design, monitoring and evaluation activities are seen as an opportunity to build capacity among programme partners.</p> <p>5) <b>Respecting the interests of partners and the public:</b> Programming staff need to articulate and take into account diversity of interests and values. Programme managers shall allow all relevant partners to access evaluative information and involve stakeholders in an open manner.</p>
<b>Key tools</b>	<p>The LEAP-manual is World Vision's key toolset and includes:</p> <ul style="list-style-type: none"> <li>• LEAP programme assessment tool and review tools</li> <li>• LEAP programme design document and review tools</li> <li>• LEAP budget templates and review tools</li> <li>• LEAP mid-year programme management report</li> <li>• LEAP annual programme management report</li> <li>• LEAP programme management report quality checklist</li> <li>• LEAP evaluation terms of reference (guideline and template)</li> <li>• LEAP evaluation design (guideline and template)</li> <li>• LEAP evaluation report (guidelines, template and review tool)</li> <li>• Programme effectiveness review tool</li> <li>• Interim programme transition guidance</li> <li>• LEAP finance and budget standards</li> </ul> <p>Other tools include (World Vision Finland -specific noted below)</p> <ul style="list-style-type: none"> <li>• Compendium of indicators for measuring child well-being outcomes</li> <li>• Handbook for Development Programmes. Additional Supplementary Guidance is available for applying WV's Development Programme Approach in key contexts such as Fragile Contexts and Urban Contexts.</li> <li>• Thematical Communities of Practice (CoP), toolkits and online training kits (e.g. Gender, Child Protection, Environment, Disability, Resilience and Livelihood, Youth Employment, Economic Development, Market Chain Development, Citizen Voice and Action) &gt;&gt;&gt;</li> </ul>

## World Vision Finland (WVF)

### Key tools

- Horizon database (The technological component of World Vision’s programme management information system. It is a web-based system to help all partners get, share, learn and contribute programme information at all levels of our organisation.)
- World Vision Finance Manual, Financial Reports Database and Budget & Actuals System (myPBAS) Database
- Annual reporting guidelines (World Vision Finland)
- Annual Impact Assessment seminar for sharing and learning (World Vision Finland)
- Process Description, templates and tools for Weconomy program (including assessment of potential partners, guidelines for different project phases, working templates, monitoring and evaluation guidelines etc).
- Due Diligence process guidelines from WVI, that guide decision making for collaboration with international corporations. Also applied as a lighter version for collaboration with local SMEs.
- Principles of World Vision Finland’s business cooperation from the developmental work’s perspective.
- Preventing Corruption. A handbook of anti-corruption techniques.

### Planning

The bases for WVF’s development cooperation programme are child rights, child focus, community-based, partnerships, enhancing empowerment, strengthening best practices and innovations and Christian value base. WVF’s programme is based on the World Vision Finland (WVF) Strategy 2014–2017, International World Vision Partnership Strategies, the strategies of the six partner countries to WVF and Finland’s Development Policy Programme and policies.

Planning of a new programme always starts with an assessment. Definition Assessment is the process of defining the “why” of a proposed programme/project by collecting and analysing information on the community, the implementing agency and other partners (current situation, opportunities, vulnerabilities, capacities and resources, priorities, potential approaches and their feasibility).

LEAP has outlined seven steps for conducting assessment:

- Step 1: Check alignment with national strategy,
- Step 2: Hold initial discussions with major partners,
- Step 3: Preliminary partner (or stakeholder) and power analysis,
- Step 4: Collect and review information,
- Step 5: Analyse the data so far and write assessment report,
- Step 6: Reach agreement to go ahead with a design,
- Step 7: Reflect on the assessment findings and process.

After the assessment phase is completed, the programme moves into design/re-design phase. Design work starts with analysis of assessment information. A programme description is developed that best suits local management of a programme or project. The design document will also describe who “owns” the programme and what roles and responsibilities community groups play, as well as how these might link to local government roles and responsibilities over time. >>>

## World Vision Finland (WVF)

<b>Planning</b>	<p>Programme design is a key step of LEAP, as it becomes the base for monitoring and evaluating programme success. Given that many partners work on a programme, WV sees it important to communicate the theories of change and programme descriptions to ensure that all interpret and understand the programme/project in a similar way. A Logframe outlines objectives, indicators to measure success, and a comprehensive M&amp;E plan is prepared. Description of the sustainability issues is part of a programme's design. The finalisation of the programme design includes things like staffing plans, implementation plans, and budget. Actual design methodology may vary, depending on specific contexts and tools selected for the process.</p> <p>A specific feature of WV is the organization's strong religious background, which somewhat guides strategic planning.</p>
<b>Monitoring and reporting</b>	<p>WVF sees monitoring as a mechanism to:</p> <ul style="list-style-type: none"> <li>• Providing information to partners on progress towards planned results for accountability and lobbying</li> <li>• Providing understanding on changes in context that require changes in design</li> <li>• Assisting implementation by identifying successes and challenges, thereby informing decisions about necessary project changes •</li> <li>• Encouraging and celebrating partners' achievements</li> <li>• Providing information that informs evaluation and learning</li> </ul> <p>Indicators are given for the set objectives / results targets, and setting of baselines for all indicators in the M&amp;E plan is the first major activity implemented in any new programme or project. A formal report presents all baseline data to the partners. This report becomes secondary data for subsequent evaluations. Baselines are included in the indicator-tracking tables. Indicators include also specific sustainability indicators.</p> <p>Monitoring is done continuously by programme staff in the field, with support from National office and Support Office. WVF receives annual and semi-annual reports from all programmes and conducts monitoring visits at least once a year. Monitoring by WVF includes also frequent e-mails and skype calls. World Vision Finland has also conducted Impact assessment learning and sharing seminars annually in all programmes.</p> <p>Annually WVF prepares MoUs for programme and project funding with the partner National Offices. Monitoring of finances is done through semi-annual and annual reports. World Vision also has a financial report database where reports from all programmes are fed quarterly. An independent audit report is submitted annually from each programme.</p> <p>Once all programme reports from the field are received all the monitoring information is gathered together to the final annual report presented to the MFA.</p> <p>As all WVF-supported programmes and projects are under the umbrella of global WV, the monitoring and reporting mechanisms are mainly based on the WV's global systems.</p> <p>Regarding WVF's own programme, seven programmatic indicators are selected from the "Compendium of indicators for measuring child well-being outcomes". Results on these indicators were summarized in the Programme Report 2012-2014. However, these indicators were neither part of the last annual report nor annual plan.</p> <p>Altogether, WVF provides rather extensive reporting, but results are presented mainly as narratives. Quantitative results are also given, but as part of the narrative whereby comparison to targets is difficult.</p>

<b>World Vision Finland (WVF)</b>	
<b>Evaluations</b>	<p>External evaluations are conducted every five years for the Area Development Programmes. For shorter projects, external evaluations are conducted at the end of the project. In addition, National Offices conduct their own internal evaluations. As a child focused organisation, Child Participation is emphasized whereby children are supported and encouraged to participate in the follow-up, evaluation, and monitoring processes and give feedback for planning.</p> <p>WVF has conducted Capacity Mappings on key thematic issues (Environment, Disability, HIV, Gender, Child Protection and participation). WVF organizes also annual impact assessment, sharing and learning seminars to discuss results of the work.</p> <p>World Vision also has a peer-review system, where the World Vision –partners review the work that a certain office is doing. This is conducted every 5-years. National Offices also have Programme Support Teams (PST) which aim at bringing together the National Office, Regional Office, and Support Offices to take a coordinated approach to building the capacity of the National Office. It is also intended to provide a forum to address common concerns, develop common solutions, help identify financial and technical resources, and capitalize on learning opportunities for the benefit of all programmes within the National Office.</p>
<b>Processing of M&amp;E findings</b>	<p>Programmes are implemented through WV’s Development Programme Approach , which focuses on participatory methods for effective work with communities and partners through providing information for planning and decision making. The approach is based on a Critical Path Tool, which includes steps of sharing, learning and planning together. Another aim of the critical path is building capacity of the partners. As participatory processing of M&amp;E findings is a strategic approach for WV, the tool has been developed to help programme staff to collaborate with communities and local stakeholders.</p> <p>Action Learning is another WV approach which aims at using actual experience from M&amp;E as the source of learning. Detailed tools and best practices are provided in the WV toolpacks for participatory processing of M&amp;E findings.</p> <p>The main processing of M&amp;E findings occurs at country level. In WV Finland, feedback from M&amp;E is used for identifying issues requiring corrective measures as well as for compiling annual and end-of-programme reports.</p>
<b>World Wildlife Fund (WWF Finland)</b>	
<b>RBM system</b>	<p>WWF Finland has a comprehensive management system, based on WWF network’s global principles and mechanisms. The cornerstones of WWF Finland’s operations are built on one hand on WWF’s global standards of best practices to help practitioners deliver conservation results, and on the other hand, on WWS’ new global conservation strategy. While being especially substance-related, the standards include also mechanisms for RBM.</p> <p>In general, RBM is applied in all phases of the programme / project cycles. The system includes the following key elements:</p> <ul style="list-style-type: none"> <li>• WWF network level goals (Meta-goals 2050 and 2020 biodiversity and footprint goals) and respective performance monitoring systems. A global results chain forms the basis for the network’s Programme and Project Management Standards (PPMS).</li> <li>• At WWF Finland level the WWF Finland’s strategy 2015–2020 define the strategic goals which are based on the global network goals. At operational level, annual planning and related reporting is the key management level.</li> </ul> <p>WWF Finland’s projects are collaborative processes with partner country WWF offices whereby the partners’ systems are applied for projects. Even if there are some differences between countries, the key approaches are based on the networks global standards and mechanisms. For these projects, project/programme -specific Logframes are developed. Another mechanism is provided by the WWF Network Programmes (Global Initiatives) where basket funding model is applied.</p> <p>Logical Frameworks are used as results frameworks; WWF Finland has Logframes both for the programme-based support as well as for the specific projects.</p>

## World Wildlife Fund (WWF Finland)

<b>Key tools</b>	<p>WWF Finland's key RBM-related tools include the following:</p> <ul style="list-style-type: none"> <li>• WWF network level manuals and guidelines applied by WWF Finland: WWF Network Programme Management Standards (PPMS); WWF Network Operational Standards; WWF Field Program Manual; WWF Conservation and Human Rights Framework</li> <li>• WWF Finland manuals and guidelines: WWF Finland guidebook; Guidelines for financial management of MFA funds; Partnership Programme Implementation Manual (drafted January 2016)</li> <li>• Several specific network level policies and guidelines (e.g. gender, poverty, conservation, etc.)</li> <li>• Risk matrix to be prepared in 2016</li> <li>• Key Performance Indicator Scorecards</li> <li>• Detailed planning documentation and reports (Partnership Programme Document, annual plans, reports, etc.)</li> <li>• Partner country offices have data banks on biodiversity, wildlife, etc. issues. Relevant project- and country-specific baseline and results data is available from these data banks.</li> </ul> <p>Management processes include also annual audits, brand research surveys, and performance based incentives.</p>
<b>Planning</b>	<p>Strategic planning is based on WWF network's strategy which guides strategy developments in all WWF offices. The strategies of country offices are aligned with the countries' national policies and strategies as relevant. The global strategy is built on WWF's One Planet model which has four themes: 1) Preserve natural capital; 2) Smaller ecological footprint; 3) Strengthening of green economy; 4) Equitable resource governance. =&gt; Ecosystem integrity, food and energy security, people living in harmony with nature. These themes form the base for planning.</p> <p>Selection of projects is based on consultations with WWF network and partners whereby WWF Finland's development cooperation is well aligned with WWF's global programme.</p> <p>Country partners have the lead in planning of the country programmes and projects. WWF Finland conducts reviews of the plans, based on Logframe analyses, and based on findings of the reviews, support the partners in planning.</p> <p>The present Programme plan is a compilation of former old projects and some new programmatic support. More programmatic approach for planning will be applied for the preparation of the next programme period.</p> <p>Key plans of WWF Finland's development cooperation include the following:</p> <ul style="list-style-type: none"> <li>• Programme Plan and Programme Strategy 2014–2016</li> <li>• Revised Programme Logframe (2015); revision made due to funding cuts from MFA.</li> <li>• Logframes for projects (defining the support of WWF Finland under the partner's own programme / strategy)</li> <li>• Annual work plans for projects</li> </ul>

<b>World Wildlife Fund (WWF Finland)</b>	
<b>Monitoring and reporting</b>	<p>Country offices monitor and report on the programmes and projects quarterly and annually:</p> <ul style="list-style-type: none"> <li>• Bi-annual reports to WWF network</li> <li>• Annual reports to WWF Finland (reporting templates based on WWF network templates)</li> <li>• Quarterly financial reports to WWF Finland</li> </ul> <p>Projects have their specific Logframes; WWF Finland HQ reviews the progress using the Logframes. One practical method is quarterly calls to partners, structured as discussions around the Logframe objectives, indicators, activities, risks and other observations from the previous quarter.</p> <p>Annual discussions are another important tool for M&amp;E, especially for discussing results and sharing experiences and best practices.</p> <p>WWF Finland follows implementation also by monitoring visits; field trip reports with findings and recommendations/actions are prepared after each monitoring visit.</p> <p>In WWF Finland every team reports quarterly the progress against work plans to the CEO. Based on this information, the CEO prepares reports to the Board.</p>
<b>Evaluations</b>	<p>Except for some internal reviews, WWF Finland has not conducted evaluations in the past. However, external evaluations are planned to be a systematic part of the programme cycle for the next programme period.</p>
<b>Processing of M&amp;E findings</b>	<p>Findings of M&amp;E are first of all used at the partner country offices for monitoring the progress of the projects and for identifying development needs. Country offices report simultaneously to WWF network and to WWF Finland; in WWF Finland reports are used for assessing the progress against the Logframes (review of reports and quarterly calls). The aim is on one hand to identify issues requiring action, and on the other hand, to receive results information.</p> <p>Regarding evaluations, structure follow-ups with the partners are in place through the WWF network's systems.</p>

## Conclusions

### RBM as an approach for the CSOs and MFA

Almost all CSOs claimed that their efforts to developed stronger RBM-orientation is based on their own needs to improve learning through stronger results-based management. Ideally, this should fulfill also the requirements of the financier(s), MFA included. To summarize, for the partnership CSOs RBM is first of all a management approach serving four main purposes:

- Results-based planning and M&E and related reporting brings more focus for the operations and facilitates the linkages between the CSO's projects and development cooperation programme as well as links operations with wider strategies.
- Results data is needed for communicating the results of the CSO's development cooperation programme to the members and supporters of a CSO. Attracting new supporters is important in this respect as well. Usage of results data is also important for the CSOs' global education work.
- Thirdly, the CSO community would benefit from better understanding on what works, what not, i.e. which approaches create results. Thereby, wider peer learning within the Finnish CSO community is seen as an important purpose.
- Reporting on results to the financiers, thereby ensuring continuity of financing as well as proving accountability.

For MFA, RBM is needed, in addition to management of the programme-based support, also for providing information on results to the Ministry's top management for strategic planning, for politicians, and for wider dissemination to public. In this respect, the planned reporting in 2018 on the implementation of the new development policy (Government Report on Development Policy (Kehityspoliittinen selonteko), 2016) is a key process where results data is needed. Results data is also needed when reporting for various EU and global processes. At the moment, this is hardly possible as reporting is so varied. Even if some of the partnership CSOs already have imposed some common indicators to be reported in all projects, some CSOs feel this as an action that decreases the ownership of the Southern partners. Altogether, the possibility to develop some common indicators for all CSOs has not yet been seriously discussed between MFA and the CSO community.

However, as RBM in its present programmatic form has been on the discussion agenda between MFA and the partnership CSOs only since 2013, all CSOs are still developing their approaches and practical tools to apply RBM for planning, M&E and management. Regarding reporting on results, the reports from the year 2015 will for most CSOs be the first trial of more advanced programmatic results-reporting. And as noted above, also MFA is just developing the concepts for results reporting.

As noted earlier, all CSOs have already for some time applied RBM at project level, using mainly LFA approach as the method. The CSOs part of strong international umbrella organizations as well as some of the most resourced long-term partnership CSOs already have rather advanced systems for programmatic RBM. However, it must be noted that all of the 22 CSOs are now developing their systems whereby one can judge that relevant systems as such start to be in place. The content is the big question mark: assessment of some project plans and annual reports revealed both success stories as well as weaknesses in the results-logic. Another common weakness is the lack of baselines for analyzing the progress of interventions. Aggregation of results data from very mixed project reports is another common challenge. To conclude: relevant systems start to be available but the 2015 reports will actually be the first round of reporting to reveal how the CSOs succeed to put RBM into practice at programmatic level.

To conclude, even if the entry points and approaches differ, there is a shared interest in MFA and within the CSO community to develop RBM for the programme-based support.

## Tools and Capacities

As presented in table 3 and in the system descriptions by the CSOs themselves (annexes B1 - B22), all CSOs have developed at least some RBM-related planning, M&E, reporting and management tools and processes. The variety of tools and processes, both in terms of comprehensiveness and level, is rather big, reflecting the capacity of the CSOs but especially how the tools are tailored for the users. Thereby, tools prepared for very grass-root level Southern partners are much simpler than the tools aimed for professionals. As MFA has not insisted to apply any single method, each CSO has selected a method best suiting its working culture. As such, this seems to be a relevant approach, as long as the CSOs would be able to report on results in a reasonably harmonized way. At the moment, this is not yet happening whereby for MFA there is a clear need to get more harmonized reports with some common indicators.

Regarding projects, the tools (e.g. Project Manuals) are more harmonized, partly as a result of the peer learning among the partnership CSO community. Thereby, some best practices regarding tools have been replicated. The quality group of the partnership CSOs has been a useful platform for peer learning regarding tools and methods. The CSOs under the umbrella of a global CSO obtain the key tools from their global network.

Regarding human resources (both in the Finnish CSO and within the Southern partners), LFA methodology is rather commonly known by key stakeholders at project level. Thereby, basic capacities for RBM are available, except for the most vulnerable partners. For them, simplified approaches have been devel-

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oped by the CSOs working with such groups. But regarding programmatic RBM, the capacities are still weak.

However, due to the rather high staff turnover (in Finland and within the partners), constant capacity building on RBM is needed. Sparring from the Finnish CSO is the most effective way to build RBM capacity for projects, and when relevant, specific trainings should also be supported. In Finland, KEPA's regular trainings function as good basic trainings but not at advanced level.

### **Key development needs**

To summarize, the following key developments needs on RBM were identified during the evaluation:

- Harmonization of reporting approaches and development of some common indicators for results reporting. However, it's not relevant to enforce uniform reporting (e.g. by using strict uniform templates), whereby harmonization should focus on creating similar approaches for reporting on results while giving flexibility to CSOs to report in their own style. Common indicators could be relevant for action areas which are rather common among the partnership CSOs.
- Development of the consultative mechanisms between MFA and partnership CSOs. On one hand, the schedules of consultations should be revised to enable feedback to the next year's work planning processes, and on the other hand, more space should be given for substance-related dialogue. Also the expectations on RBM should be clarified in a uniform way.
- RBM tools and mechanisms at programmatic level need to be developed further. At project level, the systems and mechanisms are in place (even if the actual quality of RBM at project level differs, depending on the project), but there still is vagueness on how RBM should be applied at programmatic level. This concerns both reporting for MFA as well as processing of results data within MFA.
- Decrease of funding has made an impact especially for those partnership CSOs who don't have that much possibilities to increase funding from other sources. Intensified cooperation and peer learning between the CSOs may to some extent compensate the cuts. For example, development of shared tools, joint trainings (in case KEPA trainings are not sufficient to the need), joint evaluations as well as cooperation in dissemination (e.g. joint publications on results and experiences) involve potential for synergies.

# ANNEX 6: EVALUATION MATRIX, COMPONENT 2

Issue	Detailed questions/issues	Sources, methods
<b>RBM systems applied in the partnership CSOs</b>		
<b>RBM systems applied</b>	<p>What RBM systems and methods are applied by the CSO</p> <p>To what extent is a results-oriented culture promoted and supported by the CSO?</p> <p>To what extent is risk management included in the RBM system?</p> <p>How the policies, funding modality, guidance and instructions from the MFA laid ground for results-based management?</p>	<p>Manuals/tools, self-assessments on RBM, interviews with CSOs and MFA, MFA's guidance documents</p>
<b>Coverage of the systems</b>	<p>How does RBM cover the different phases of program/project cycles?</p> <p>How does RBM cover the different elements of management of the CSO (strategic, operational, financial)?</p>	<p>Manuals/tools, programme plans, annual plans and reports, self-assessments, interviews</p>
<b>Programme-level RBM</b>		
<b>Programming</b>	<p>To what extent are the intervention areas based on the CSO's wider strategy and comparative strengths?</p> <p>How participatory is the programming process?</p> <p>How RBM is applied in programming? What value-added RBM has brought to programming, what are the key challenges?</p> <p>To what extent is the programme plan based on RBM? Are clear results targets with indicators and baselines set?</p> <p>To what extent is the focus on short and long term results balanced and is the link between them and between operational (e.g. project) and programme levels logical and credible?</p>	<p>Manuals/tools, programme plans, annual plans and reports, self-assessments on RBM, interviews</p>
<b>Monitoring and reporting at programme level</b>	<p>To what extent and how are programme level results monitored and reported; is data from projects aggregated at programme level? What are the key challenges to ensure a logical linkage between projects and the programme?</p> <p>Would it be possible to aggregate some results data into holistic aggregated results data for MFA? What data could be aggregated?</p> <p>How does reporting on results satisfy MFA's needs?</p>	<p>Programme plans, annual plans and reports, annual plans and reports of the case projects, self-assessments of RBM, interviews</p>
<b>Management processes</b>	<p>How are monitoring results used for learning and managing as well as for accountability?</p>	<p>Manuals/tools, self-assessment on RBM, interviews</p>
<b>Communication</b>	<p>To what extent results data is communicated more widely and to whom?</p>	<p>Communication materials, self-assessments, interviews</p>

Issue	Detailed questions/issues	Sources, methods
<b>RBM at operational level (projects/interventions)</b>		
<b>Application of RBM in operational (project) planning</b>	To what extent is RBM applied in planning of specific projects, i.e. are results frameworks prepared for projects with clear targets, indicators and baselines? How is RBM applied in operational planning (annual plans)? How participatory is operational planning?	Manuals/tools, annual plans and reports of the case projects, self-assessments on RBM, interviews
<b>Monitoring and reporting at operational level</b>	To what extent and how are project level results monitored and reported? Would it be relevant/possible to use some common indicators for all projects of the CSO?	Manuals/tools, annual plans and reports of the case projects, self-assessments on RBM, interviews
<b>Management processes at project level</b>	How is results data used in project management; what mechanisms are used?	Manuals/tools, annual plans and reports of the case projects, self-assessments, interviews
<b>Human rights and cross-cutting objectives</b>		
<b>Cross cutting objectives and RBM</b>	How are cross-cutting objectives defined in the programme plan and in project plans; are specific targets and indicators with baselines set? How are cross-cutting objectives monitored and reported?	Manuals/tools, annual plans and reports of the case projects, self-assessments on RBM, interviews
<b>Evaluations</b>		
<b>Evaluations</b>	To what extent are the programmes and projects evaluated externally? Are other evaluative mechanisms used (e.g. reviews by the CSO's own staff or guided self-evaluations)? How are evaluations used in management and decision-making processes?	Manuals/tools, self-assessments on RBM, interviews
<b>Capacity and capacity development</b>		
<b>Manuals and guidelines on RBM</b>	What kind of manuals and guidelines are used for RBM? How comprehensive and usable are the manuals and guidelines?	Manuals/tools, self-assessments on RBM, interviews
<b>Capacity of staff</b>	What is the capacity of the key staff at the headquarters of the CSO to manage the programme and projects through RBM? What is the capacity of partners to apply RBM?	Self-assessments on RBM, interviews
<b>Capacity development and training</b>	What kind of training has been provided for the key staff at the headquarters of the CSO? Have the partners and project personnel received training on RBM? What kind of capacity development for RBM is required?	Documentation on RBM training, Self-assessments on RBM, interviews

Issue	Detailed questions/issues	Sources, methods
<b>Guidance from the MFA and usage of reported results data within MFA</b>		
<b>Instructions on RBM</b>	Has MFA provided the CSOs sufficient instructions on what is expected of RBM?	Interviews, MFA's guidance documents
<b>Feedback and consultations</b>	<p>To what extent does the annual reporting and consultations process with MFA address RBM?</p> <p>Has MFA provided timely and sufficient feedback on the delivered reports?</p> <p>Does the annual reporting and consultation cycle strengthen mutual learning for improvement of the programmes and projects?</p>	Interviews, minutes of meetings of annual consultations
<b>Usage of results data within MFA</b>	<p>How is results data reported by the CSOs used within the Ministry?</p> <p>What are the key challenges within the Ministry?</p>	MFA's manuals, Interviews

# EVALUATION

PROGRAMME-BASED SUPPORT  
THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS I:  
SYNTHESIS AND RESULTS-BASED MANAGEMENT APPROACHES  
2016



MINISTRY FOR FOREIGN  
AFFAIRS OF FINLAND