



# EVALUATION

Programme-based Support through  
Finnish Civil Society Organizations III



Evaluation on Finland's Development Policy and Cooperation

**2017/5c**



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# **EVALUATION 3 ON THE PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS, FOUNDATIONS AND UMBRELLA ORGANIZATIONS**

## **Free Church Federation in Finland**

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**2017/5c**

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# ACRONYMS AND ABBREVIATIONS

<b>€</b>	Euro
<b>BU</b>	Development Cooperation Committee (Biståndsutskottet)
<b>CCO</b>	Cross-cutting Objective
<b>CDPD</b>	Centre for the Development of People with Disabilities
<b>CRESDA</b>	Christopher Educational Socio Economic Development Association
<b>CSO</b>	Civil Society Organisation
<b>EUR</b>	Euro
<b>FS</b>	Free Church Federation in Finland (Frikyrklig Samverkan)
<b>FSB</b>	Finland Swedish Baptist Union (Finlands Svenska Baptistsamfund)
<b>FSMK</b>	The United Methodist Church of Finland (Finlands Svenska Metodistkyrka)
<b>FSPM</b>	Finland's Swedish Pentecostal Mission (Finland Svenska Pingstmission)
<b>HMC</b>	Habari Maalum College Tanzania
<b>HMTC</b>	Hiyaw Tesfa Media Training Centre
<b>HRBA</b>	Human Rights Based Approach
<b>LDC</b>	Least Developed Country
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MFA</b>	Ministry for Foreign Affairs (of Finland)
<b>MKF</b>	Free Evangelical Church of Finland (Missionskyrkan i Finland)
<b>MKV</b>	Friends of Martyred Church (Martyrkyrkans Vänner)
<b>MO</b>	Member Organisation
<b>NGO</b>	Non-Governmental Organisation
<b>OECD/DAC</b>	Organisation for Economic Cooperation and Development / Development Assistance Committee
<b>ODA</b>	Official Development Assistance
<b>PAPACH</b>	Project Addressing Problems Affecting Child-headed Households
<b>PCM</b>	Project Cycle Management
<b>PBS</b>	Programme-based support
<b>PO</b>	Partner Organisation
<b>RBM</b>	Results Based Management
<b>ToC</b>	Theory of Change
<b>ToR</b>	Terms of Reference
<b>UCCI</b>	United Christian Church of India

# TIIVISTELMÄ

Suomen ulkoministeriö (UM) on jakanut ohjelmataukea kansalaisjärjestöille vuodesta 2003 alkaen. Tämä evaluointi koskee Frikyrklig Samverkanin (FS) saamaa ohjelmataukea ja on osa laajempaa vuosina 2010–2016 ohjelmataukea saaneiden kansalaisjärjestöjen evaluointikokonaisuutta. FS on rekisteröity kansalaisjärjestö, joka on perustettu vuonna 1936. Se on kuuden Suomessa toimivan ruotsinkielisen evankelisen vapaakirkon kattojärjestö. FS koordinoi jäsenjärjestöjensä ja niiden kumppanien kehitysyhteistyöhankkeita. FS:n lähtökohtana on toimia ”ruohonjuurelta ruohonjuurelle”. Erityisesti painotetaan lasten oikeuksia ja hyvinvoinnin takaamista samalla kun pyritään minimoimaan lapsiin kohdistuvaa hyväksikäyttöriskiä.

FS:n ohjelma on linjassa sen oman tehtävän ja Suomen kehityspolitiikan kanssa. Vaikka FS onkin tuonut hankkeensa ohjelmatukimallin alle, ohjelmointi perustuu silti hankkeisiin. Ohjelma keskittyy koulutukseen ja terveyteen, ja FS:n pitäisi kehittää pitkän aikavälin strategia näille teema-alueille käyttäen hyväksi järjestön omia suhteellisia etuja ja keskittäen niiden ruohonjuuritason yhteydet pienempään ja valikoituun maajoukkoon ja huolella valittuihin kumppaneihin.

FS:llä katsotaan olevan luotettava taloushallinto, ja sen toiminta pohjaa suurelta osin vapaaehtois- ja osapäivävoimiin. Parempi kustannustehokkuus (cost efficiency) auttaisi arvioimaan eri hankkeiden ja jäsenjärjestöjen toimivuutta ja siten parantamaan toimintaa ja perustelevaan Ulkoministeriön antamat resurssit tulosten avulla.

FS on jättänyt käyttämättä mahdollisuuksia toimia innovoijana ja osoittaa miten ruohonjuuritason tuki voi auttaa ottamaan käyttöön ja monistamaan sopivampia, nykyaikaisia koulutusmenetelmiä ja -välineitä.

Kunnianhimoiset vaikutustavoitteet (impact goals) merkitsevät sitä, että on vaikeaa tai mahdotonta löytää FS:n työstä yhteys ylemmän tason tuloksiin, vaikkakin jotain laadullista näyttöä on olemassa. Ensimmäisiä askeleita siirtymisessä kohti tulosperustaista hallintoa (RBM) on otettu, mutta tämä muutos on tehty aivan vastikään. Seuranta- ja arviointijärjestelmissä on parantamisen varaa.

*Avainsanat: evaluointi, kehitysyhteistyö, kansalaisjärjestö, RBM, Frikyrklig Samverkan, FS*

## REFERAT

Finlands regering har beviljat programbaserat stöd (PBS) åt finländska organisationer i civilsamhället (CSO) sedan 2003. Denna utvärdering handlar om PBS-programmet hos Frikyrklig Samverkan (FS) och ingår i en mer omfattande utvärdering av PBS-programmen hos CSO som fått PBS åren 2010-2016. FS är en registrerad icke-statlig organisation. Den grundades år 1936. Den är en paraplyorganisation för sex svenskspråkiga evangeliska frikyrkor i Finland. FS samordnar sina medlemsorganisationers och deras partners projekt kring utvecklingssamarbete. Dess koncept går ut på att arbeta ”från gräsrot till gräsrot”. FS fokuserar särskilt på barnens rättigheter och att säkerställa deras välfärd och minimera risken att de utnyttjas.

FS:s program ligger bra i linje med dess egen mission och finländska politiken för utvecklingssamarbete. Fastän FS inlemmat sina projekt i PBS baserar sig planeringen fortfarande på projekt. Programmet fokuserar på utbildning och hälsa och FS bör ta fram en långsiktig strategi för dessa temaområden på basis av sina komparativa fördelar och betona deras gräsrotskopplingar i färre utvalda länder och med noggrant utvalda partners.

FS anses ha en tillförlitlig ekonomisk förvaltning och verkar till en stor del med hjälp av frivilliga och deltidsanställda. Bättre kostnadseffektivitet kunde hjälpa att bedöma hur bra olika projekt och medlemsorganisationer fungerar och därmed förbättra effektiviteten och rättfärdiga resursanvändningen jämfört med resultaten för UM.

FS har inte tagit vara på möjligheter att vara förnyare och visa hur stöd på gräsrotsnivå kan införa lämpligare moderna metoder eller instrument för utbildning och hur dessa kan upprepas.

Ambitiösa mål för inverkan innebär att det är svårt eller omöjligt att koppla FS:s arbete till en högre nivå men det finns vissa kvalitativa belägg. Åtgärder har vidtagits för att introducera programbaserad resultatbaserad styrning men övergången har skett mycket nyligen. Övervaknings- och utvärderingssystemen måste förbättras.

Nyckelord: *utvärdering, utvecklingssamarbete, organisationer i civilsamhället, resultatbaserad styrning, Frikyrklig Samverkan FS*

# ABSTRACT

The Finnish Government has provided Programme-Based Support to Finnish Civil Society Organisations since 2003. This evaluation concerns the PBS programme of Free Church Federation (FS), and is a part of a wider evaluation of PBS programmes of the CSOs receiving PBS during 2010-2016. FS is a registered non-governmental organization. It was founded in 1936. It is an umbrella organisation for six Swedish speaking evangelical Free Church denominations in Finland. FS coordinates development cooperation projects of its Member Organisations and their partners. FS's approach is to work is "from grassroots to grassroots". A special focus is placed on children's rights and guaranteeing their welfare and minimizing the risk of them being exploited.

The FS programme is well aligned with its own mission and with Finnish Development cooperation policies. Though FS has brought its projects under the PBS umbrella, programming is still project-based. The programme focuses on education and health and FS should develop a long-term strategy for these thematic areas, building on FS comparative advantages, and emphasising their grassroots linkages in fewer, selected countries and with carefully chosen partners.

FS is regarded as having reliable financial management and operates with a large degree of voluntary and part-time support. Better cost efficiency could help gauge how well different projects and MOs are performing and thereby improve performance and justify to MFA use of resources against results.

FS has missed opportunities to act as an innovator, demonstrating how grassroots support can introduce more appropriate modern educational methods or tools, and for these to be replicated

Ambitious impact goals mean it is difficult or impossible to link FS work with this higher level, although some qualitative evidence exists. Steps have been taken towards programmatic results based management (RBM), but the shift is very recent. Monitoring and evaluation systems need improvement.

**Key words:** *evaluation, development cooperation, CSO, RBM, Frikyrklig Samverkan, FS*

# YHTEENVETO

## Johdanto

Suomen ulkoministeriö (UM) on jakanut ohjelmataukea kansalaisjärjestöille vuodesta 2003 alkaen. Tällä hetkellä tukea saa 17 järjestöä, kolme säätiötä ja kaksi kattojärjestöä. Tällä kansalaisjärjestöjen ohjelmatuon evaluoinnilla on neljä päätavoitetta: (1) saada näyttöön perustuva yleiskäsitys valittujen järjestöjen ohjelmien toiminnasta ja tuloksista; (2) tähdentää niiden ohjelmien arvoa ja ansioita; (3) antaa käytännön ohjeita, joilla ohjelmatuon strategiaa ja hallintoa voidaan parantaa; ja (4) tunnistaa ohjelmatuesta saadut opit ja edistää hyviä käytänteitä, joista sidosryhmät voivat oppia. Näitä seikkoja tarkastellaan politiikan, ohjelmien ja edunsaajien näkökulmasta.

Tämä on Frikyrkan Samverkanin (FS) evaluointiraportti. Evaluointiaineistona käytettiin asiakirjoja, haastattaluja Suomessa sekä Etiopiassa ja Intiassa. Evaluoinnissa haastateltiin FS:n henkilöstöä ja jäsenjärjestöjen edustajia, kumppanijärjestöjen edustajia, hyödynsaajia ja UM:n edustajia, ja se toteutettiin joulukuun 2016 ja syyskuun 2017 välisenä aikana.

## Tausta

FS on perustettu vuonna 1936. Se on kuuden ruotsinkielisen evankelisen uskonnollisen järjestön kattojärjestö ja edustaa noin 4 500 ruotsinkielistä jäsentä Suomessa. FS:n kehitysyhteistyötoiminta perustuu sen lähetystyöhön, ja kristillisuus on kattojärjestön ja sen jäsenjärjestöjen ja kehitysmaiden kumppanien arvopohja. FS:n lähtökohtana on toimia ”ruohonjuurelta ruohonjuurelle”. FS:n tavoitteena on köyhyyden vähentäminen, terveyden parantaminen, ihmisoikeuksien toteutumisen tukeminen, demokratian kehittäminen ja ympäristön kestävyys. FS on saanut UM:n rahoitusta vuodesta 1974 alkaen, sillä on ollut puitesopimus vuodesta 1995 ja kumppanuusstatus vuodesta 2003 lähtien. Tämä merkitsee sitä, että kaikkia projekteja rahoitetaan ohjelmatuella. Vuosina 2010-2016, jäsenjärjestöt ovat toteuttaneet projekteja 25 kumppanin kanssa. Kumppanit ovat yleensä kirkkoja tai seurakuntia. FS ei ole minkään kansainvälisen verkoston jäsen, mutta se tekee yhteistyötä muiden uskonnollisten järjestöjen kanssa. Evaluointijaksolla FS:n ohjelman vuosibudjetti vaihteli 1,9 miljoonasta 2,3 miljoonaan euroon. Suoraan jäsenjärjestöille ohjattujen varojen osuus on noin 83-90 % ohjelmakuluista. Vuonna 2016 tehdyt budjetti-leikkaukset laskivat rahoitusta 2,3 miljoonaan euroon vuonna 2015 ja 1,4 miljoonaan vuonna 2016.

## Keskeiset havainnot

**Yhdenmukaisuus (alignment):** FS:n ohjelma on linjassa sen oman toiminta-ajatuksen ja Suomen kehityspolitiikan kanssa. Ohjelmaa ei kuitenkaan toteuteta kokonaisuudessaan vuoden 2012 kehityspoliittisen linjauksen mukaisesti kaikista köyhimmistä maissa. Ohjelma perustuu FS:n jäsenjärjestöjen pitkään lähetystyöhistoriaan. Kattojärjestö FS:llä tai sen järjestöillä ei ole pitkän

aikavälin kehitysyhteistyösuunnitelmaa vaan hankkeet perustuvat pitkälti avustustyöntekijöiden kontakteihin ja aloitteisiin. Ohjelma-asiakirjoissa ei ole konteksti tai politiikka-analyysejä.

**Ohjelmatuki:** FS on jäsenjärjestöjensä tiedonvaihtoforum. Se on pyrkinyt yhdistämään hankkeiden tuloksia ohjelmatasolla, mikä on vielä haasteellista koska eri hankkeiden indikaattorien ja raportointi laatu vaihtelee. Ohjelmallisuutta tulee edelleen kehittää ja analysoida.

Hankkeiden kohderyhmät ovat yleensä haavoittuvassa asemassa olevat kuten esimerkiksi vammaiset henkilöt, naiset ja lapset. Evaluoinnissa ei löydetty näyttöä käytännöistä tai toimenpiteistä sukupuolen ja vammaisuuden valtavirtaistamiseksi tuetuissa hankkeissa, lukuunottamatta erityisiä vammaishankkeita.

**Täydentävyys, koordinaatio ja johdonmukaisuus (complementarity, coordination and coherence).** FS ja sen jäsenjärjestöt eivät ole kovin aktiivisia Suomen kansalaisjärjestöyhteistyössä. FS on ylläpitänyt säännöllistä yhteyttä UM:n kansalaisyhteiskuntayksikön vastuuvirkamiehiin, mutta tiedonvaihto Suomen suurlähetystöjen kanssa on ollut vähäistä. FS:ssä ja sen jäsenjärjestöissä on järjestetty yhteisiä työpajoja, mutta kehitysmaissa olevien kumppanijärjestöjen välinen oppiminen on ollut vähäistä Suomen ruotsinkielisen helluntailähetysten (FSPM) järjestämää johtajakoulutusta lukuun ottamatta. Koordinointi kohdemaissa FS:n ja sen hankkeiden ja muiden kansalaisjärjestöhankkeiden välillä on ollut erittäin vähäistä. FS on ainoa ruotsinkielinen kehitysyhteistyötä tekevä järjestö.

**Tehokkuus (efficiency):** Toiminnan ja henkilöstön tasolla FS:n toimintatapa on kustannuksiltaan edullinen sillä suurin osa sen työstä perustuu vapaaehtois- ja osapäiväiseen työvoimaan. Suurin osa FS:n taloushallinnosta on ulkoistettu. Tulosten mittaaminen on hankalaa, koska tavoitteita ja mittareita ei ole selkeästi määritetty. Kansalaisyhteiskuntayksikön vastuuvirkamiehellä ei ole riittävästi resursseja kaikkien jäsenjärjestöjen tapaamisiin ja kenttäkäynteihin. FS:n ja sen jäsenjärjestöjen välillä on pitkä luottamussuhde, ja FS:n tiedetään sallivan joustavia toiminta-tapoja. FS:n ilmoituksen mukaan ohjelmatukimalli ja tulospohjainen hallinto (RMB) on otettu käyttöön melko vastikään.

**Vaikuttavuus ja vaikutus (effectiveness and impact):** Useimmat hankkeet ovat saavuttaneet välittömät tavoittensa, joista myös raportoidaan. Vuosiraporteissa on pyritty raportoimaan tuloksista myös ohjelmatasolla, mutta se on haasteellista, koska raporttien ja seurantatiedon laatu vaihtelee. Vaikka useat hankkeet saavuttavat köyhimmän väestöosan, jotkin hankkeet eivät aina onnistu kohdistamaan toimintojaan aiotuille hyödynsaajille; yksityiskoulujen oppilaat eivät välttämättä ole peräisin kaikkein haavoittuvimmista väestöryhmistä. Aiemmat evaluoinnit ovat tuottaneet pääosin kertomuspohjaista näyttöä hyödynsaajien elämässä tapahtuneesta muutoksesta, mutta on vaikea arvioida todellista muutosta ja sitä, kuinka paljon hankkeet ovat siihen myötävaikuttaneet. Tähän mennessä hankkeiden vaikutuksia, ”muuttuneiden yhteisöjen ja yksilöiden” tasolla, ei ole esitetty selvinä tavoitteina tai mittareina. Näin ollen ei ole mahdollista arvioida vaikutuksia, köyhyyden ja parempien elinolojen tasolla taikka parantuneena terveytenä tai taitoina, muuttuneissa asenteissa, vahvistuneessa demokratiassa tai parantuneina ihmisoikeuksina.

Tärkeä tulos on koulutuksen laadun paraneminen, joka on tapahtunut uusien käytännönläheisten opetus- ja oppimismenetelmien käyttöönnotosta.

**Kestävyys (sustainability):** Ohjelman puitteissa toteutetut hankkeet perustuvat pitkäaikaiseen kumppanuuteen eikä niillä ole mitään selvästi ilmaistuja hankkeen kestävyysuunnitelmia. Joitakin esimerkkejä hankkeiden kestävydestä on (Kambodža, Ecuador), mutta monilla kumppanuusjärjestöillä ei ole muita rahoitusresursseja jäsenmaksujensa lisäksi. Kumppanijärjestöjen kapasiteetin kehittämiseen on keskitytty vain vähäisessä määrin, mikä voi rajoittaa institutionaalista kestävyttä. Jäsenjärjestöillä (varsinkin pienimmillä) on vain vähän muita rahoitusvaihtoehtoja UM:n lisäksi, ja niiden vaarana on, etteivät ne pysty jatkamaan kehitystyötään, jos UM:n resursseja vähennetään.

### Johtopäätökset ja opetukset

FS on hyvin erilainen esimerkki ohjelmatukikokonaisuudessa. FS on jäsen- ja kumppanijärjestöjensä kanssa keskittynyt pitkäaikaisiin, historiallisiin kumppanuussuhteisiinsa ja ruohonjuuritasolla toimien on onnistuttu saavuttamaan merkittävä joukko hyödynsajia ja vahvistamaan koulutus- ja terveydenhuoltotarjontaa. On kuitenkin vaikea arvioida, missä määrin ohjelmatukimalli on tukenut kumppanijärjestöjen kapasiteettia kansalaisyhteiskunnan tärkeinä jäseninä. Ottaen huomioon että FS:llä on vähemmän kokemusta kehitysyhteistyön menetelmistä kuin muilla ohjelmatukea saavilla ja kehitysohjelmilla toteuttavilla kansalaisjärjestöillä, se on onnistunut melko hyvin omaksumaan ohjelmatukinäkökulman vetämällä erilaiset hankkeensa yhteen ja yrittämällä rakentaa yhdenmukaista ohjelmaa. Tämä työ on kuitenkin vielä kesken. Ohjelmakokonaisuus on yhä pirstaleinen. Kestävyys on vielä suurin haaste FS:lle, joka on kokonaan riippuvainen UM:n resursseista. Liian vähän huomiota on kiinnitetty FS:n investointeihin liittyviin riskeihin, ja kun rahoitus päättyy, poistumissuunnitelmia ei ole juuri laadittu. FS:llä on haasteita ohjelmatukimallin omaksumisessa, ja tämänhetkiset FS:n organisaatioon liittyvät rajoitteet ja pienet henkilöstöresurssit todennäköisesti rajoittavat sitä, miten pitkälle FS tässä pääsee. Siitä huolimatta ohjelmalähestymistapa on tuonut mukanaan sen, että seurantaan ja vastuuvollisuuteen (accountability) kiinnitetään enemmän huomiota, ja jossain määrin se on myös parantanut tuloraportointia.

Raportissa yksilöidään monia asioita, joita on otettu opiksi. Ne liittyvät (i) ohjelmatukimallin käyttöönoton haasteisiin FS:n kaltaisessa kattojärjestössä, jolla on varsin itsenäiset jäsenet ja rajallinen kapasiteetti; (ii) läpileikkaavien tavoitteiden ja ihmisoikeuskysymysten käsittelyyn, joka on vaikeaa ilman järeämpää tilanneanalyysia.

### Suosituks

Raporttiin sisältyy kymmenen suositusta. Yhdeksän niistä koskee FS:ää ja yksi kohdistuu ulkoministeriöön. Suositusten nojalla **FS:n** pitäisi:

1. kehittää pitkän aikavälin strategia selkeille teema-alueille käyttäen hyväksien järjestön omia suhteellisia etuja ja keskittäen ruohonjuuritason yhteydet pienempään ja valikoituun maajoukkoon ja huolella valittuihin kumppaneihin. Tämä ohjaisi myös vuosien 2018–2021 ohjelmasuunnitelmaa, jota parhaillaan valmistellaan UM:lle. Jäsenjärjestöjen tulisi perustaa maa-

kohtaiset ohjelmansa yksityiskohtaisemman konteksti- ja tarveanalyysin varaan, jotta ne voivat kohdistaa investointinsa asianmukaiseen kansalaisyhteiskunnan kohtaan.

2. FS:n pitäisi jatkossakin rohkaista jäsenjärjestöjään kehittämään maa-, teema- ja kumppanivalintojaan, jotta ne heijastelisivat selkeää ja paremmin linjattua strategista suuntaa, joka tähtäisi paremmin mitattavissa oleviin tuloksiin kauden 2018–2021 päättyessä.
3. valita vakiomuotoiset kustannustehokkuuden mittarit ja työskennellä jäsen- ja kumppanijärjestöjen kanssa niiden seuraamisessa; sisällyttää riskinhallintaprosessi ohjelmakauteen ja vahvistaa FS:n sihteeristön kapasiteettia, jotta se voi omaksua strategisemman roolin ohjelman ohjauksessa.
4. kehittää edelleen pientä vakioitua tulostittaristoa (output and outcome indicators) nykyisen tulosketjun osana ja lisätä jäsen- ja kumppanijärjestöjen kapasiteettia näiden suureiden mittaamiseksi ja niistä raportoimiseksi.
5. etsiä hankekokonaisuudessa mahdollisuuksia arvonlisäämiseen ottamalla käyttöön innovatiivisia ja jo testattuja opetustapoja, jotka sopivat ruohonjuuritason työhön kouluissa; etsiä kumppanijärjestöjen kanssa tapoja niiden soveltamiseen, jotta niistä tulisi monistuskelpoinen malli.
6. luoda hanke-evaluointien laadunvarmistusjärjestelmä, jonka avulla olisi mahdollista parantaa evaluointien laatua, ryhtyä vertailevaan evaluointiin (eri jäsen- ja kumppanijärjestöissä) ja tekemällä näistä tutkimuksista keskinäisen oppimisen harjoituksia; rohkaista kumppanijärjestöjä seuraamaan entisiä hyödynsaajia hankkeen päätyttyä kehitysvaikutusten arvioimiseksi.
7. edellyttää kestävyysuunnittelua ja poistumissuunnitelmia kaikista meneillään olevista ja uusista vuosien 2018–2021 hankkeista. Kumppanijärjestöjen tätä koskevaa ohjeistusta pitäisi parantaa. FS:n tulisi seurata ja valvoa sitä, että suunnitelmat laaditaan ja toteutetaan; rakentaa jäsenjärjestötasolla verkostoja ja kumppanuussuhteita muihin (uskonnollisiin ja muihin) kehitystoimijoihin valitulla sektorilla tai teema-alueella sekä etsiä muita yhteisrahoitusjärjestelyjä kestävyuden edistämiseksi, oppimisen lisäämiseksi ja riskien vähentämiseksi.
8. antaa ohjeistusta ja rakentaa jäsen- ja kumppanijärjestöjen kapasiteettia läpileikkaavien tavoitteiden (CCO) analysoinnissa suunnitteluvaiheessa ja varmistua siitä, että on olemassa mittareita siitä, miten hyvin näihin asioihin puututaan toteutusvaiheessa.
9. sisällyttää vuosien 2018–2021 suunnitelmaan viestintästrategia, joka osoittaa miten ja miksi tuloksia jaetaan ja mitä muutoksia odotetaan Suomen suuren yleisen piirissä. FS:n pitäisi tarjota enemmän englanninkielisiä asiakirjoja kumppanijärjestöjensä käyttöön ja tukea oppimisen jakamista.

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Ehdotamme, että **Ulkoministeriön** pitäisi:

10. käyttää vuosia 2018–2021 koskevia keskusteluja UM:n ja FS:n ja sen jäsenjärjestöjen välisen vuorovaikutuksen tason nostamiseen. Sen pitäisi löytää tapoja nostaa vuorovaikutuksen tasoa yhdestä vuositapaamisesta ja sisällyttää siihen laajan UM:n neuvonantajajoukon kanssa käytäviä politiikkakeskusteluja, sekä tuottaa sisällöllisiä suorituksiin liittyviä katsauksia raporttien ja evaluointien pohjalta.

# SAMMANFATTNING

## Inledning

Denna utvärdering är den tredje i en serie av utvärderingar av PBS-finansieringssystemet och omfattar utvärderingar av programmen hos finländska organisationer i civilsamhället (CSO) som får flerårigt programbaserat stöd (PBS). Resultaten av utvärderingen kommer att utnyttjas då PBS förnyas, utrikesministeriets (UM) riktlinjer för civilsamhället förbättras och framtida CSO-program planeras. Denna rapport ingår i utvärderingen CSO3 som omfattar sju separata utvärderingsrapporter om programmen för utvecklingssamarbete hos fem CSO, två paraplyorganisationer och tre särskilda stiftelser.

I denna rapport beskrivs programmen och strukturerna hos Frikyrklig Samverkan (FS) på basis av en preliminär skrivbordsstudie samt diskussioner med olika källor i Finland samt Etiopien och Indien. Utvärderingsteamet intervjuade personal på FS, representanter för medlemsorganisationerna (MO) i FS, representanter för partnerorganisationer (PO), förmånstagare och representanter för UM. Utvärderingen utfördes från december 2016 till september 2017.

## Bakgrund

FS grundades år 1936. Den är en paraplyorganisation för sex svenskspråkiga evangeliska frikyrkor i Finland och representerar runt 4 500 finlandssvenskar. FS:s utvecklingssamarbete baserar sig på dess missionsarbete och dess kristna värderingar skapar grunden för relationerna mellan MO och deras partners i utvecklingsländer. Dess koncept går ut på att arbeta ”från gräsrot till gräsrot”. FS vill minska fattigdom, skapa bättre hälsa, stöda att mänskliga rättigheter förverkligas samt främja demokratisk utveckling och miljömässig hållbarhet. FS har understötts av UM sedan 1974 samt haft ett ramavtal sedan 1995 och partnerskapsstatus från och med 2003, vilket innebär att alla finansierade projekt stöds via en enda PBS-ram. Åren 2010-2016 har MO genomfört projekt med 25 partners. PO är vanligen kyrkor eller församlingar. FS tillhör inte något internationellt nätverk men den samarbetar med andra trosbaserade organisationer. Under utvärderingsperioden har årsbudgeten för dess program varierat mellan 1,9 och 2,3 miljoner euro. Medel riktade direkt till MO står för 83-90 % av programutgifterna. Budgetnedskärningarna år 2016 minskade finansieringen från 2,3 miljoner år 2015 till 1,4 miljoner år 2016.

## Resultat

**Inriktning:** Generellt ligger FS:s program bra i linje med dess egen mission och finländska politiken för utvecklingssamarbete inom fokusområdena utbildning och hälsa men endast delvis med UM:s fokus på minst utvecklade länder enligt utvecklingspolitiken från 2012. Programmet har varit baserat på MO:s långa historia av missionsarbete. Hjälptill fattiga i utvecklingsländer genom systerorganisationer är starkt rotad i deras verksamhet. Varken FS eller dess MO har en ingående långsiktig plan eller strategi för utvecklingssamarbete

utan projekt har tagits fram basis av biståndsarbeters behovsanalyser på gräsrotsnivå. Särskilt programdokumentationen innehåller inte tillräckliga analyser av kontexten och hur lokala situationen och nationella politiken kan stöda eller hindra FS:s arbete eller hur särskilda mål såsom delaktighet ska beaktas.

**PBS:** FS har inlemmat sina projekt i PBS utan att till fullo anta PBS-riktlinjerna. FS har tagit fram en plattform för informationsutbyte mellan MO och letat efter sätt att sammanställa resultat på programnivå men dessa är ofullbordade eftersom indikatorer och rapporteringen inte anpassats. FS och dess partners har ännu inte strategiskt analyserat mervärdet av och allmänna syftet med programbaserade tillvägagångssättet.

Generellt beaktar flesta projekt grundläggande behoven och rättigheterna hos sårbara grupper. Samtidigt som uttryckliga målet för programmet är att fokusera på kvinnor och barn med funktionsnedsättning fann utvärderingen inte belägg på praxis eller åtgärder för att integrera kön och funktionsnedsättning med undantag av i specifika projekt kring funktionsnedsättning. I allmänhet ligger allt bra i linje med UM:s riktlinjer som presenteras i FS:s projektmanual för 2016. Det är anmärkningsvärt att inga projektförslag hänvisar uttryckligen till dem.

**Komplementaritet, samordning och samstämmighet:** FS tillhör inte något internationellt nätverk och samarbetar lite med CSO-forum i Finland. FS har haft regelbundna kontakter med handläggaren på UM men endast lite informationsutbyte med finländska ambassader. Inom FS och dess MO har det hållits gemensamma workshoppar men det har förekommit endast lite samordning och inläring mellan PO i utvecklingsländerna med undantag för viss ledarskapsutbildning arrangerad av Finlands svenska Pingstmission. Det har förekommit mycket lite samordning mellan FS och dess projekt och andra icke-statliga organisationers projekt på landsnivå. FS kompletterar finländska utvecklingsstrategin som enda CSO som representerar svenskspråkiga minoriteten i utvecklingssamarbete.

**Resursanvändning:** I samband med driften och personalen försöker FS vara sparsam och förlitar sig på frivilliga och deltidsanställda. Detta medför begränsningar med tanke på arbetsprocesser och rapportering och största delen av FS:s ekonomiska förvaltning har lagts ut. Det är svårt att mäta resultat på grund av den starka fokuset på projekt och en brist på klart definierade gemensamma beskrivningar av och indikatorer för resultat. FS har inte heller strategisk kraft eller kapacitet att påverka individuella projekt. På UM finns en person på CSO-enheten som ansvarat för FS men hon arbetar inte med det på heltid. Nästan all dialog förs i Helsingfors och på grund av små personalresurser har UM mycket begränsade möjligheter att träffa MO eller göra fältbesök. FS har en lång historia av förtroende med sina MO och att tillåta flexibla tillvägagångssätt. FS meddelar att PBS och resultatbaserad styrning introducerades ganska nyligen utan tillräckligt stöd, vilket inneburit att de haft svårt att anpassa sig till kraven.

**Effektivitet och inverkan:** Flesta projekt har uppnått sina mål och kortsiktiga resultat och det rapporteras om dessa. Man har försökt sammanställa utfall/

resultat på programnivå i FS:s årsberättelser men datakvaliteten varierar. Samtidigt som många projekt når ut till mycket fattiga till exempel i Afghanistan når inte vissa projekt alltid ut till avsedda förmånstagare eftersom privata elever inte alltid kan komma från mest utsatta grupper (Zambia, Indien). Med tanke på långsiktiga resultat har tidigare utvärderingar tenderat att presentera till stor del anekdotartade belägg på ändringar i förmånstagares liv och avsaknaden av bakgrundsinformation gör det svårt att bedöma verklig förändring och hur mycket skolor har bidragit. Hittills har högre nivån för inverkan, förändrade samhällen och individer, inte omvandlats till resultatbeskrivningar med klara målsättningar och indikatorer. Därmed är det inte möjligt att bedöma inverkan och det finns få belägg för en omfattande inverkan på fattigdom och bättre levnadsvillkor, mänsklig utveckling med tanke på bättre hälsa eller färdigheter, ett livskraftigt civilsamhälle, nya attityder, mer demokrati eller starkare mänskliga rättigheter. I vissa fall är ett viktigt utfall att utbildning av bättre kvalitet introducerats genom en uppmaning att använda nya praktikbaserade sätt för undervisning och inläring (t.ex. Etiopien) men på annat håll är det ovanligt att innovativa metoder introduceras (t.ex. Indien) och detta är en utebliven möjlighet.

**Hållbarhet:** De projekt som genomförts inom programmet är baserade på långvariga partnerskap och det finns inte uttryckliga exitstrategier. Samtidigt som det finns exempel på bra hållbarhet (Kambodja, Ecuador) har många PO inte andra finansieringskällor utom avgifter. Ändras stödet från FS eller blir alternativ utbildning, till exempel statliga skolor eller mottagningar, något man har råd med kan detta påverka bärkraftigheten av projekt hos PO. Dessutom kan inriktningen på fattigdom påverkas eftersom mer marginaliserade grupper är mest beroende av stöd från FS. Det har endast lite fokuserats på kapacitetsuppbyggnad hos PO, vilket kan begränsa institutionella hållbarheten. MO (särskilt de mindre) har få finansieringsalternativ till UM och det finns en fara att de inte kan fortsätta sin utvecklingsverksamhet ifall resurserna från ministeriet skärs ned såsom år 2016.

## Slutsatser och lärdomar

FS är ett mycket annorlunda exempel på PBS. Genom sina MO och PO har FS fokuserat på långvariga traditionella partnerskap och verkat på gräsrotsnivå och därmed kunnat nå ut till ett stort antal förmånstagare samt lyckats stärka utbildnings- och hälso-tjänster. Det är dock svårt att bedöma i vilken grad PBS har stött kapaciteten hos PO som viktiga medlemmar av civilsamhället. FS:s strategi är delvis blind för kontexter, vilket begränsar lämpligheten av stödet, huruvida externa antaganden och risker är verkliga och hur bra hållbarhet uppnås. Med tanke på att FS har mindre erfarenhet av utvecklingsmetoder jämfört med vissa andra CSO som får PBS och genomför program för utvecklingssamarbete har den lyckats ganska väl i att anta ett PBS-baserat tillvägagångssätt genom att samla ihop sina olikartade projekt och försöka skapa ett sammanhängande program. Detta arbete pågår dock. Programportföljen är fortfarande splittrad och det har till exempel inte tagits initiativ till att slå samman stöd mellan MO. Hållbarhet är fortfarande en stor utmaning för FS som i flesta fall förlitar sig totalt på resurser från UM. För lite uppmärksamhet har fästs vid de risker som hör ihop med stöd från FS om och när finansieringen tar slut.

Få exitstrategier har tagits fram och det finns för få exempel på lyckad överlåtelse. Det är utmanande för FS att ta i bruk PBS och dess nuvarande organisatoriska begränsningar med få anställda kommer troligen att påverka hur långt FS kan gå i processen att ta i bruk detta instrument. Likväl har programbaserade tillvägagångssättet bidragit till att det fästs mer uppmärksamhet vid övervakning och redovisningsskyldighet och i viss grad bättre rapportering av utfall.

I rapporten redogörs i detalj för flera lärdomar. Dessa handlar om (i) utmaningen att introducera ett PBS-system i en paraplyorganisation som FS med mycket självständiga medlemmar och begränsad kapacitet och (ii) svårigheten att beakta tvärgående frågor och mänskliga rättigheter utan robustare situationsanalyser.

### Rekommendationer

Rapporten innehåller tio rekommendationer. Nio är avsedda för FS och en för UM. Det föreslås att **FS** ska

1. ta fram en långsiktig strategi med klara temaområden på basis av sina komparativa fördelar och en betoning på FS:s gräsrotskopplingar i färre utvalda länder och med noggrant utvalda partners. Detta kunde sedan beaktas i samband med den programplan för 2018-2021 som håller på att tas fram för UM-stöd. MO ska basera sina program på landsnivå på mer detaljerade analyser av kontexten och behov så att de kan satsa på en passande sektor av civilsamhället.
2. fortsätta att uppmuntra sina MO att utveckla sina lands-, tema- och partnernival så att de återspeglar en klar strategisk inriktning som är bättre anpassad och vars mål är fler mätbara resultat fram till slutet av perioden 2018-2021.
3. identifiera ett antal standardindikatorer för kostnadseffektivitet och arbete med MO och PO för att övervaka dem. FS ska bädda riskhanteringsprocessen in i programcykeln och stärka sitt sekretariats kapacitet så att det kan ha en mer strategisk roll i styrningen av programmet.
4. ytterligare utveckla de fåtaliga standardindikatorerna för resultat och utfall i nuvarande resultatkedjan samt bygga upp kapaciteten hos MO och PO så att de kan fånga och rapportera om dem.
5. i portföljen identifiera möjligheter till mervärde genom att introducera innovativa men redan beprövade undervisningsätt lämpliga för gräsrotsarbete i skolor. FS ska finna sätt att anpassa dem med sina PO så att de utgör modeller som kan upprepas.
6. etablera ett kvalitetssäkringssystem för projektutvärderingar som hjälpte att förbättra deras kvalitet. I detta sammanhang ska FS utföra en jämförande utvärdering (mellan skilda MO eller PO) för att sådana studier ska vara mer nyttiga som sätt för inbördes inläring. FS ska uppmuntra PO att följa med tidigare förmånstagare efter att de lämnat ett projekt för att utvärdera varaktigare resultat.

7. förutsätta hållbarhetsplaner och då det är lämpligt exitstrategier för alla pågående och nya projekt i programmet för 2018-2021. PO ska vägledas bättre i denna fråga. FS ska följa upp och övervaka att dessa planer tas fram och genomförs. På MO-nivå ska FS skapa nätverk och partnerskap med andra utvecklingsaktörer (trosbaserade och andra) som verkar inom utvalda sektorn eller temaområdet samt sträva efter fler medfinansieringsarrangemang för att förbättra hållbarheten, öka inlärningen och minska risken.
8. ge vägledning i och bygga upp kapaciteten hos MO och PO att göra analyser för att utforska frågor kring tvärgående mål under planeringen och säkerställa att det finns indikatorer som fångar hur bra dessa frågor beaktas i genomförandet.
9. inkludera en kommunikationsstrategi i sin plan för 2018-2021 som visar hur och varför resultat kommer att spridas och vilka ändringar som förväntas bland allmänheten i Finland. FS ska ta fram fler engelskspråkiga dokument för PO och stöda erfarenhetsutbyte.

Det föreslås att **UM** ska

10. utnyttja diskussionerna åren 2018-2021 för att öka växelverkan med både FS och dess MO. UM ska finna sätt att öka växelverkan så att den inte endast består av årliga möten och inkludera principiella diskussioner med fler rådgivare på UM. UM ska ta fram väsentliga granskningar av effektiviteten kring rapporter och utvärderingar.

# SUMMARY

## Introduction

This evaluation is the third in a series of evaluations of the PBS funding modality and includes evaluations on the programmes of the Finnish Civil Society Organisations (CSOs) receiving multiannual Programme Based Support (PBS). The results of this evaluation will be used in the reform of PBS, in improving the Civil Society guidelines of the Ministry for Foreign Affairs (MFA) and in the planning of future CSO programmes. This report is part of CSO3 evaluation which includes seven individual evaluation reports covering the development cooperation programmes of five CSOs, two ‘umbrella’ organisations and three special ‘foundations’.

This report presents a description of the programmes and structures of Free Church of Finland (FS), based on preliminary desk study, consultations with a range of informants in Finland and in Ethiopia and India. The evaluation team interviewed FS staff, FS Member Organisation (MO) representatives, Partner Organisation (PO) representatives, beneficiaries and MFA representatives. The evaluation took place over the period from December 2016 to September 2017.

## Context

FS was founded in 1936. It is an umbrella organisation for six Swedish-speaking evangelical denominations and represents about 4,500 Swedish speaking people in Finland. FS’s development cooperation work is based on its missionary work and its Christian values create the foundation for the relationships between the MOs and their partners in the developing countries. FS’s approach is to work is “from grassroots to grassroots”. FS aims to reduce poverty, improve health, support realisation of human rights, democratic development, and environmental sustainability. FS has received funding from the MFA since 1974, FS has had a framework agreement since 1995 and from 2003 onwards the partnership status, which means that all the financed projects are funded through one PBS framework. During the period 2010–2016, the MOs have implemented projects with 25 partners. POs are usually churches or congregations. FS is not a member of any international network but it works in collaboration with other faith-based organisations. During the evaluation period the annual budget of the FS programme varied between € 1.9 million to € 2.3 million. The proportion of funds targeted directly to the MOs covers 83–90% of programme costs. The budget cuts in 2016 reduced the level of funding from € 2.3 million in 2015 to € 1.4 million in 2016.

## Findings

**Alignment:** Overall, the FS programme is well aligned with its own mission and with Finnish Development cooperation policies in the areas of focus: education and health but there is only partial alignment with MFA’s policy focus on the least developed countries as set out in 2012 Development Policy. The

programme has been based on FS's member organisations' long history with missionary work. Helping the poor in developing countries through sister organisations is well rooted in MO operations. Neither the FS nor its MOs have a comprehensive long term plan or strategy for development cooperation, but the different project efforts have been developed based on aid workers needs analysis at the grassroots. Programme documentation in particular does not include sufficient analysis of context and of how the local situation and national policies can support or impede FS work or how specific targets such as inclusivity will be addressed.

**PBS:** FS has brought its projects under the PBS umbrella without adopting the PBS guidance fully. FS has provided a platform for information exchange between MOs, and sought ways to aggregate results to programme level but these are incomplete because of unaligned indicators and reporting. FS and its partners have yet to strategically analyse the added value and overall purpose of the programmatic approach.

Overall, the majority of projects address the basic needs and rights of vulnerable people. While the programme explicitly aims to target women and children with disabilities, the evaluation did not find evidence on practises and measures of mainstreaming gender and disability apart from in the specific disability projects. In general alignment with MFA policies is good, and they are presented in the 2016 FS Project Manual. It is notable that none of project proposals make explicit reference to them.

**Complementarity, Co-ordination and Coherence.** FS is not a member of any international networks and has limited collaboration with CSO fora in Finland. FS has held regular contacts with the MFA desk officer but information sharing with the Finnish embassies has been limited. Within the FS and its MOs, joint workshops have been held but there has been limited coordination and cross-learning across the POs in the developing countries, apart from some leadership training by Finland's Swedish Pentecostal Mission (FSPM). There has been very limited coordination between the FS and its projects and other non-governmental organisation (NGO) projects at country level. FS does complement Finnish development strategy as the only CSO of the Swedish-speaking minority engaged in development cooperation.

**Efficiency:** In terms of operations and staffing the FS approach is low cost and relies on voluntary and part-time staff. This does bring limitations in terms of work processes and reporting, and most of the FS financial management is outsourced. Measuring results is difficult because of the strong project focus and a lack of clearly defined common results statements and indicators. FS also does not have the strategic power or capacity to influence individual projects. From the MFA perspective, there is one CSO Unit staff who has been responsible for FS matters, but she is not full-time. Nearly all dialogue occurs in Helsinki and due to the limited staff resources, the MFA has very limited opportunities for meeting the MOs as well as for field visits. FS has a long history of trust with its MOs and of allowing flexible approaches. FS state that PBS and results based management (RBM) have been introduced fairly recently without sufficient support so they have had difficulty in adjusting to the demands.

**Effectiveness and Impact:** Most projects have delivered their outputs and short-term results, and these are reported. Aggregation of outcomes/results at programme level has been attempted in FS annual reports but data quality varies. While many projects reach the very poor such as in Afghanistan, in others some projects do not always reach the intended beneficiaries as private students may not always derive from the most vulnerable backgrounds (Zambia, India). In terms of long-term outcomes, past evaluations tend to show largely anecdotal evidence on changes in the beneficiaries' lives and the absence of baselines it is difficult to assess actual change and how far schools have contributed. So far, the higher impact level of "transformed communities and individuals" has not been translated into results language with clear targets and indicators. So, it is not possible to assess impacts and there is little evidence on the broader impact on poverty and better living conditions, human development in terms of improved health or skills, vibrant civil society, changes attitudes, enhanced democracy as well as improved human rights. An important outcome in some instances is the introduction of better quality education through encouraging use of new practice-oriented ways of teaching and learning (e.g. Ethiopia) but elsewhere it is unusual to find innovative methods being introduced (e.g. India) and this is a missing opportunity.

**Sustainability:** The projects implemented under the programme are based on a long term partnership and do not have explicit exit strategies at place. While there are examples of good sustainability (Cambodia, Ecuador), at the same time, many POs do not have other funding resources, besides fees. If FS support changes, or where alternative education such as from state schools or clinics becomes affordable, this can affect viability of the PO project. In addition poverty targeting can be affected as the more marginalised are the most reliant on FS support. There has been limited focus on PO capacity development which may limit institutional sustainability. For the MOs (especially the smaller ones, they have limited funding alternatives to MFA, and are at risk of not being able to continue their development work if MFA resources are reduced, as occurred in 2016.

## Conclusions and Lessons

FS presents a very different example of PBS support. FS through its MOs and POs has focused on long-term historical partnerships and this has delivered at grassroots level, reaching a significant number of beneficiaries and managed to strengthen education and health service delivery. However, it is difficult to assess to what extent PBS has supported the capacities of the POs as important members of civil society. Its strategy is partly context-blind and this limits how appropriate the support is, how external assumptions and risks hold true, and how likely will be the level of sustainability. Given that FS has less experience of development methods compared to some other CSOs receiving PBS support and implementing development cooperation programmes, it has done quite well in adopting a PBS approach by pulling its disparate projects together and seeking to build a coherent programme. This is work in progress however. The programme portfolio remains fragmented, and no initiatives to pooling support across the MOs for example have been made. Sustainability remains a major challenge for FS, who rely in most cases entirely on MFA resources. Too

little attention has been paid to the risks involved to FS investments as and when funding comes to an end, few exit strategies are prepared and there are too few examples of successful handover. There are challenges to adopting PBS for FS, and the current organisational constraints faced by FS, with its limited staffing, are likely to limit how far FS can go in adopting this instrument. Nevertheless, the programmatic approach has contributed to an increased attention to monitoring and accountability, and to some extent, to improved outcome reporting.

There are a number of lessons detailed in the report. These relate to (i) the challenge of introducing a PBS modality in an umbrella organisation such as FS with quite independent members and limited capacity; (ii) addressing cross-cutting issues and human rights is difficult without more robust situation analysis.

## Recommendations

There are ten recommendations in the report. There are nine for FS and 1 for MFA. They propose that **FS** should:

1. Develop a **long-term strategy with clear thematic areas**, building on FS comparative advantages, and emphasising its grassroots linkages in fewer, selected countries and with carefully chosen partners. This would then inform the 2018–2021 programme plan being prepared currently for MFA support. MOs should base their country level programmes on a more detailed context and needs analysis so that they can position their investments in the appropriate civil society space.
2. FS should continue to encourage its MOs to evolve their country, theme and partner choices so as to reflect a clear strategic direction that is better aligned and aims to have more measurable results by the end of the 2018–2021 plan period.
3. Identify a number of **standard cost-efficiency indicators** and work with MOs and POs to monitor these. Embed the risk management process in the programme cycle and strengthen the FS Secretariat’s capacity so that it can take a more strategic role in guiding the programme.
4. Develop further the small set of **standard output and outcome indicators** in the current results chain, and build capacity in MOs and POs to capture and report on these.
5. Seek opportunities in the portfolio **to add value by introducing innovative but already proven teaching approaches suitable for grassroots work** in schools. Find ways to adapt them with their POs so that they offer a model for replication.
6. Establish a **quality assurance system for project evaluations** that would help improve evaluation quality. As part of this undertake comparative evaluation (across different MOs or POs) to make such studies more useful as cross-learning exercises. Encourage POs to track past beneficiaries after leaving the project to assess longer-term outcomes.

7. **Require sustainability planning and, where appropriate, exit strategies** for all ongoing and new projects in the 2018–2021 programme. Guidance to POs on this issue should be improved. FS should follow-up and monitor that those plans are developed and implemented. At MO level, build networks and partnerships with other development actors (whether faith-based or other) working in the chosen sector or thematic area, as well as seeking more co-funding arrangements to help sustainability, increase learning and reduce risk.
8. **Provide guidance and build the capacities** of the MOs and POs to undertake analysis to explore cross-cutting objectives (CCO) issues during design, ensure there are indicators to capture how well they are then addressed in implementation.
9. Include a **communication strategy** in its 2018–2021 plan, showing how and why results will be shared, and what changes are expected amongst the Finnish public. FS should make more documents available to POs in English and support shared learning.

We propose that **MFA** should:

10. Use 2018–2021 discussions to **upgrade the level of interaction with both FS and its MOs**. It should find ways to build the level of interaction beyond annual meetings and include policy discussions with a wider range of MFA advisers. Provide substantive reviews of performance around reports and evaluations.

# KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
<b>Improving Relevance for FS</b>		
<p>Overall, the FS programme is well aligned with its own mission and with Finnish Development cooperation policies.</p> <p>The programme focuses on education and health.</p> <p>The programme / project documentation includes insufficient analysis of context and analysis how local situation, and national and state policies, can support or impede FS work.</p>	<p>The use of PBS has been more for streamlining and reducing bureaucracy than driving the preparation of an overarching strategy.</p> <p>FS strategy is partly context-blind and this limits how appropriate the support is, how external assumptions and risks hold true, and sustainability.</p>	<p><b>1.</b> FS should develop a long-term strategy with clear thematic areas, building on FS comparative advantages, and emphasizing its grassroots linkages in fewer, selected countries and with carefully chosen partners. This would then inform the 2018-2021 programme plan being prepared currently for MFA support. MOs should then base their country level programmes on a more detailed context and needs analysis so that they can position their investments in the appropriate civil society space.</p>
<b>Adapting PBS to FS needs</b>		
<p>FS has brought its projects under the PBS umbrella without adopting the PBS guidance fully. FS has provided a platform for information exchange between MOs, and sought ways to aggregate results to programme level but these are incomplete because of unaligned indicators and reporting.</p>	<p>The programmatic approach and PBS has contributed to the increased attention to monitoring and to some extent, improved reporting.</p> <p>Nevertheless given the FS membership structure, the organisational constraints faced by FS, and PO capacity, there is a limit as to how far FS can go in adopting PBS.</p>	<p><b>2.</b> FS should continue to encourage MOs to evolve their country, theme and partner choices so as to reflect a clear strategic direction that is better aligned and aims to have more measurable results by the end of the 2018-2021 period.</p>

Findings	Conclusions	Recommendations
<b>Efficiency Improving management and reporting</b>		
<p>FS has developed better financial management, fraud prevention, and now risk management (following KPGM report). MFA feel FS is diligent, but there is limited analysis of cost efficiency or effectiveness – e.g. comparing cost per pupil against comparators, cost of partner overheads and whether investments leverage other resources (e.g. from governments or private sources).</p> <p>There are still gaps in objective setting and indicators in project proposals to make result measurement and aggregation of results possible.</p> <p>Though discussion on risks takes place in the FS Board and its Development Cooperation Committee and among the MOs, this is less applied at project level.</p> <p>FS has extremely limited manpower and budget to build a strong programme management function, and MOs generally have followed their own practices.</p>	<p>FS is regarded as having reliable financial management and operates with a large degree of voluntary and part-time support. Better cost efficiency could help gauge how well different projects and MOs are performing and thereby improve performance and justify to MFA use of resources against results.</p>	<p><b>3.</b> Identify a number of standard cost-efficiency indicators and work with MOs and POs to monitor these. Embed the risk management process in the programme cycle and strengthen the FS Secretariat’s capacity so that it can take a more strategic role in guiding the programme.</p>
<b>Effectiveness</b>		
<p>Most projects have delivered their outputs and short-term results, and these are reported.</p> <p>Aggregation of outcomes/results at programme level has been attempted in FS annual reports but data quality varies.</p>	<p>FS is unable to fully document results at outcome level. But education is a sector where capturing such results is possible through school pupil tracking systems and other means.</p>	<p><b>4.</b> Develop further a small set of standard output and outcome indicators in the current results chain, and build capacity in MOs and POs to capture and report on these.</p>
<b>Increasing technical innovation in education</b>		
<p>Many projects do not offer more than well targeted but conventional education (or health) support, with missed opportunities to introduce improved, cutting-edge, pedagogical approaches and tools. FS has limited depth in education specialists and POs don’t always use local expertise.</p>	<p>FS has missed opportunities to act as an innovator, demonstrating how grassroots support can introduce more appropriate modern educational methods or tools, and for these to be replicated.</p>	<p><b>5.</b> Seek opportunities in the portfolio to add value by introducing innovative but already proven teaching approaches suitable for grassroots work in schools. Find ways to adapt them with their POs so that they offer a model for replication.</p>

Findings	Conclusions	Recommendations
<b>Impact</b>		
<p>Ambitious impact goals mean it is difficult or impossible to link FS work with this higher level, although some qualitative evidence exists.</p> <p>Project evaluations have been of mixed and generally low quality.</p> <p>Poor impact indicators limit impact assessment.</p>	<p>Without more solid monitoring framework and investment in higher quality evaluations, FS will not measure effectiveness or impact, and their contribution to these.</p>	<p><b>6.</b> Establish a quality assurance system for evaluations that would help improve project evaluation quality. Undertake comparative evaluation (across different MOs or POs) to make such studies more useful as cross-learning exercises. Encourage POs to track past beneficiaries after leaving the project to assess longer-term outcomes.</p>
<b>Sustainability for POs</b>		
<p>The projects implemented under the programme are based on a long term partnership and do not have explicit exit strategies at place.</p> <p>Many POs do not have independent funding resources and rely on tuition fees to supplement FS support.</p> <p>If FS support changes, or where alternative education such as from state schools or clinics becomes more affordable, this can affect viability of the PO project.</p> <p>In addition poverty targeting can be affected as the more marginalised are the most reliant on FS support.</p> <p>There has been limited focus on PO capacity development which may limit institutional sustainability.</p> <p>The MOs (especially the smaller ones) have limited funding alternatives to MFA, and are at risk of not being able to continue their development work if MFA resources are reduced, as occurred in 2016.</p>	<p>Low sustainability remains a major challenge for many FS projects. Too little attention has been paid to the risks involved to FS investments as and when funding comes to an end. Few exit strategies are prepared and there are few examples of successful handover.</p> <p>Without developing alternative funding options, the smaller MOs may put their development portfolio at risk of reduction.</p>	<p><b>7.</b> Ensure that sustainability planning and, where appropriate, exit strategies are developed for ongoing and new projects in the 2018-2021 programme and provide guidance to POs on this issue. FS should follow-up and monitor that those plans are developed and implemented. At MO level, build networks and partnerships with other development actors (whether faith-based or other) working in the chosen sector or thematic area, as well as seeking more co-funding arrangements to help sustainability, increase learning and reduce risk.</p>
<b>Cross-cutting Objectives</b>		
<p>Limited attention has been given on how to ensure environment and while gender is an explicit part of FS strategy, the analysis of gender issues in projects or by the POs is weak.</p> <p>Disability (though integrated in some of the outputs e.g in the education sector projects) has been given less analytical attention. The FS does not have any specific tools for gender and disability analysis.</p> <p>Human rights based approaches are better recognised in FS work through the focus on marginalised groups.</p>	<p>The MOs and POs do not have sufficient capacities and tools for CCO assessment, and this leaves them not fully addressed at project and programme level.</p>	<p><b>8.</b> FS should provide guidance and build the capacities of the MOs and POs to undertake analysis to explore CCO issues during design, ensure there are indicators to capture how well they are then addressed in implementation.</p>

Findings	Conclusions	Recommendations
<b>Communication</b>		
Limited results so far on communicating the results and lessons from projects with in the Finnish congregations, and more widely to the Finnish public. Other CSOs do a lot more in this field at relatively low cost (e.g. Foundations, Disability Partnership). Partners in the developing countries also have limited access to reports in English or shared learning.	The achievements and lessons from many years of valuable grassroots support have not been used as much as they could have been to build awareness.	<b>9.</b> FS to include a communication strategy in its 2018-2021 plan, showing how and why results will be shared, and what activities will take place in Finland and with what expected results. FS should make more documents available to POs in English and support shared learning.
<b>MFA engagement</b>		
Interaction has been mainly administrative rather than strategic, while guidance on RBM has been limited, and there is low field exposure, often very little interaction with Embassy.  MFA faces manpower and budget constraints.	MFA has only provided limited support and FS would benefit from more strategic engagement and practical guidance on implementing recent policies.	<b>10.</b> MFA should use 2018-2021 discussions to upgrade the level of interaction with both FS and its MOs. It should find ways to build the level of interaction beyond annual meetings and include policy discussions with a wider range of MFA advisers. Provide more substantive reviews and feedback of performance of FS and its reports and evaluations.

# 1 INTRODUCTION

The aim of this evaluation is to provide evidence of the performance of the programme-based support (PBS) programmes of 10 Civil Society Organisations (CSOs) supported by the Ministry for Foreign Affairs of Finland (MFA). According to the Terms of Reference (ToR) in Annex 1, the evaluation will explore results achieved over the period 2010-2016 and also give guidance on how to enhance the strategic planning and management of the PSB funding modality.

This evaluation is the third in a series of evaluations of the development cooperation programmes of Finnish CSOs receiving multiannual PBS. It completes the individual assessments of the development cooperation programmes of Finnish CSOs receiving multiannual PBS support. It will use comparable evaluation criteria to those in CSO1 (Stage et al., 2016) and CSO2 (Brusset, 2017) in order to build a consistent overall assessment of performance.

The evaluation will promote both accountability and joint learning in terms of future policy, strategy, programme and funding allocation of the CSOs, foundations and umbrella organisations as well as the MFA. The results of this evaluation will be used in the reform of PBS, in the next update of the Guidelines for Civil Society in Development Policy and in the planning of CSOs, foundations' and umbrella organisations' next programmes. This process has already started, and it is planned that there will be a PBS application in 2021 that will be open to all CSOs (not just the 22 CSOs currently receiving such funding).

CSOs are a highly visible and active part of Finland's international development cooperation, alongside country-based cooperation and financial support to multilateral agencies. In 2014, the disbursement of Official Development Assistance (ODA) to support development cooperation conducted by CSOs was € 110 million, accounting for 12% of the development cooperation ODA budget which stood then at € 991 million (MFA 2016, Development cooperation appropriations). There were significant budget cuts in ODA in 2015-2016 that have also impacted on CSO plans going forward. The total support for CSOs in the 2016 budget was reduced by over 40% from 2015 figures of € 113 million to € 70 million (MFA, 2015a). The budget for CSOs is also € 65 million during 2017, while the budget for 2018 is still to be confirmed (Unit for Civil Society, MFA).

This report presents a description of the programmes and structures of Free Church of Finland, based on preliminary desk study, consultations with a range of informants in Finland and in the following countries of operation: Ethiopia and India.

The four principle aims are to (1) provide an evidence-based overview of the performance and results of the programmes of the selected organisations, (2) highlight the value and merit of their programmes, (3) give practical guidance to help enhance PBS strategies and management and (4) identify a set of lessons learned on PBS and promote good practices for the stakeholders to learn from. These aspects should cover policy, programme and beneficiary perspectives.

## 2 APPROACH, METHODOLOGY AND LIMITATIONS

### 2.1 Approach

#### Description of the general approach of the evaluation.

The evaluation approach is based on the tenets of Finnish development cooperation policy as it relates to civil society engagement - key policy documents including Development Policy Programmes of Finland (MFA, 2007; MFA, 2012a; MFA, 2016a), Guidelines for Civil Society in Development Policy (MFA, 2010) and Instructions Concerning the Partnership Agreement Scheme (MFA, 2013a). The evaluation is also guided by the norms and standards expressed in the MFA Evaluation Manual (MFA, 2013b). The evaluation questions to be addressed are drawn from recognised international evaluation standards as established by Organisation for Economic Cooperation and Development / Development Assistance Committee (OECD/DAC) (OECD/DAC, 2010). These relate to:

- **Relevance:** have the CSO programmes responded to the needs and rights of the beneficiaries, partner country contexts and the Finnish priorities?
- **Coordination, Coherence and Complementarity:** has the work of the CSOs been complementary, coordinated and coherent with other interventions?
- **Effectiveness:** What are the achieved or likely results of the organisations especially in relation to the beneficiaries and how are they supporting the wider objectives of partner countries and Finland?
- **Impact:** is there evidence of impact (either positive or negative, intended or unintended) of the CSO programmes in partner countries or Finland?
- **Efficiency:** have the available resources - financial, human and material - been used optimally for achieving results?
- **Sustainability:** will the achievements of the organisations likely continue and spread after withdrawal of external support and what are the factors affecting that likelihood?

The distinctive values and objectives of each CSO derive from their origins and their evolution within Finnish society, as well as the international networks and principles that they align to. At the same time, the use of standardised evaluation approach and an overarching Theory of Change (ToC) allow for comparisons to be made and learning to be shared.

This report forms one of seven individual evaluation reports. The overall suite of reports covers the development cooperation programmes of the five CSOs, two ‘umbrella’ organisations and three special ‘foundations’. The most important findings from these separate reports will be synthesised as aggregate results in a synthesis report. In a final stage, the meta-analysis will draw together results using the OECD/DAC evaluation criteria from all 22 CSOs covered over the three rounds.

A key objective is to assess the strengths and weaknesses of the PBS approach through the experiences of these different CSOs. The three syntheses of the CSOs aggregate the most important findings of the individual CSO programme evaluations. The meta-analysis then again synthesizes the results of all three rounds of CSO evaluations (CSO1, CSO2 and CSO3), including the strengths and weaknesses of the PBS funding modality. The meta-analysis should especially focus be on instrumental (PBS) level and provide recommendations for the MFA to make strategic changes in this area.

PBS is interpreted by MFA as described in the Box 1.

### **Box 1. MFA interpretation of the PBS**

- A partnership organisation’s development cooperation programme should be an entity, which is based on its own strategy and special expertise and which has clearly formulated objectives. A development cooperation programme comprises a range of geographical, thematic or otherwise specified functions. The programme must be scheduled to reach a set of sustainable objectives over a certain period of time in accordance with a specified plan of action.
- In order to ensure the quality and effectiveness of development cooperation programmes, partnership organisations have to employ a sufficient number of personnel and have systems to manage the programmes and their subcomponents, evaluate the results, assess the impacts and prepare the reports. The systems and their development will be reviewed in partnership consultations between the organisation and the Ministry. The objective is to bring about high-quality and effective development cooperation which leads to sustainable results and impacts. Attaining these objectives is supported by systematic planning, management, follow-up and reporting.

Source: MFA 2013a.

## **2.2 Methodology**

### **2.2.1 Data Sources**

#### **Desk study**

Free Church Federation of Finland (FS) provided a range of planning, monitoring and evaluation (M&E) documents during the inception phase. The desk study included programme progress reports, project evaluation reports and an evaluation study in 2016 of FS (Venäläinen, 2016). This provided a valuable independent assessment of the work of FS over the period 2012-2015, covering field work in Kenya, Tanzania, Zambia and Palestine.

## Interviews

Document analysis was complemented by interviews and field based observation of projects in Ethiopia and India. Interviews took place in Finland, Ethiopia and India.

The evaluation team interviewed FS staff, FS Member Organisation (MO) representatives, Partner Organisation (PO) representatives, project managers, stakeholders, beneficiaries as well as MFA representatives. Skype calls were made with various informants (see Annex 2). In initial briefing meeting with the FS and its MOs was held in Helsinki on 28<sup>th</sup> February 2017 to give an overview of the evaluation and a de-briefing was organised on 25<sup>th</sup> April 2017 to present and discuss the initial findings.

The evaluation took place over the period from Dec 2016 to September 2017, and fieldwork took place in Helsinki on 28<sup>th</sup> February to 3<sup>rd</sup> March and then in Ethiopia and India from 13-17<sup>th</sup> March. As stated in ToR the purpose of the field visits was to triangulate and validate the results and assessments of the document analysis.

### 2.2.2 Data collection procedures and instruments

The Evaluation Matrix (see Annex 6) provides the framework for both data collection and analysis, with a focus on assessing progress towards expected outcomes and establishing a plausible contributory causal relationship between outputs, outcomes and potential impacts.

The field mission to Ethiopia was carried out during period March 8-15<sup>th</sup> 2017. Two days were spent in Hiyaw Tesfa Media Training Centre (HMTC) near Addis Ababa, Ethiopia, interviewing the project management, HMTC staff, course graduates, trainers and Board members. In the end of the mission, a debriefing was held with Board member presenting the key findings and conclusions. The Director of the HMTC facilitated the data collection by arranging meetings with various stakeholders. These interviews were complemented by stakeholder interviews by skype.

In India, a two day visit to review one project managed by United Christian Church of India (UCCI) in Vijayawada took place from March 15-17<sup>th</sup> 2017. The duration, though short, was sufficient to review this one long-standing educational project. The visit included meetings at the Bethania School, funded by the Finland's Swedish Pentecostal Mission (FSPM), and other schools run by UCCI's Christopher Educational Socio Economic Development Association (CRESDA), as well as a stone quarry site where parents of school children worked. A debriefing with the Board of CRESDA took place before departure.

### 2.2.3 Sampling

FS had conducted evaluations of projects and relatively recent information from 2016 evaluations was available from the projects in Kenya, Tanzania, Zambia and Palestine. Therefore, these countries were excluded from the sample. Logistics also played a role, and a preference for countries where more than one CSO covered by this evaluation is present, to maximise data collection. Therefore, countries such as India and Ethiopia were selected. At the field level the

informants included beneficiary groups identified by the POs and stakeholders identified together with the PO and through the document review.

#### **2.2.4 Analysis**

Document review, interviews and focus group discussions in Finland, Ethiopia and India, site observations in India and Ethiopia and evaluation reports formed the primary source of data. A primary source of data was also the recent external FS evaluation conducted in 2016 (Venäläinen et al., 2016), which included field visits to Kenya, Tanzania and Palestine. Data analysis was done using triangulation and validation of data from these data sources. A briefing meeting was held with the FS and its MOs to discuss the findings and preliminary conclusions prior the report was finalised and sent for commenting.

### **2.3 Limitations**

In order to maximise data collection, the evaluation sub-teams visited countries where more than one CSOs covered by thus evaluation are active. In the case of FS, this led to a situation where the evaluation team was only able to visit projects implemented by one member organisation, FSPM in India and Ethiopia, to collect primary data. Though it is the major implementer of FS funding, it does not represent the approaches or countries of the other FS members.

The quality of the individual project evaluation reports varied and all projects have not been evaluated or have been evaluated more than once. Thus reliable first hand evaluation information was not available for all projects equally. However, the evaluation used the recent programme evaluation (Venäläinen et al., 2016) and related field mission reports as primary source or data.

## 3 CONTEXT ANALYSIS

### 3.1 Finnish policy context and programme-based approach for CSO support

PBS has emerged as the main channel for funding to the CSOs, foundations and umbrella organisations selected for CSO<sub>3</sub> evaluation since 2010. Programme-based aid now provides the bulk of MFA funding to the civil society sector and is intended to provide more predictable and flexible financing to those more established CSOs that meet the requirements set by the MFA for PBS. On the policy level, all are guided by the same policy guidelines as the rest of Finland's support to CSOs. Annex 4 provides further details of the principles related to PBS and to results based management (RBM). Although the CSOs subject to the evaluation have activities that are broader than the PBS funding provided by MFA, the analysis focuses on PBS funded activities only. The programmatic approaches at the CSO organisation-wide level were also analysed as being contextual to the PBS supported activities.

The amount of MFA support to CSOs increased during the evaluation period up until 2015, however staying in around 12% of total cooperation between 2008-2015.

Significant changes were made to support for development cooperation by CSOs during 2015 and 2016, with the new government and the ODA cuts. This included cancellation of the application round during 2015 - for work to begin in 2016 - for small and medium-sized organisations and for international non-governmental organisations (NGOs). In addition there was no application round for communications and global education project support in the autumn of 2015. The application rounds for project and global education projects will be organized every two years.

Overall, there was a cut of approximately € 300 million to the development cooperation budget in 2016. The total support for CSOs in the 2016 budget was reduced by some 40% from € 113 million to € 70 million (MFA, 2015a). The budget for CSOs is also around € 65 million during 2017, while the budget for 2018 is still to be confirmed (Unit for Civil Society, MFA).

The need for the CSOs to contribute to Finland's development policy objectives is at the core of the MFA policy.

### 3.2 Origins and mandate of CSO's Development Co-operation

FS was founded in 1936. It is an umbrella organisation for six Swedish speaking evangelical Free Church denominations in Finland. The cooperation through FS has developed over the years and today the main function of the organisation is to coordinate the MOs development aid projects. FS represents about

4,500 Swedish speaking people in Finland. FS is the only partnership organisation receiving PBS for the Swedish-speaking minority in Finland.

FS's mission is to help the poorest and most vulnerable people in the world. The purpose of the FS is to:

- Be a forum for fellowship, consultation and cooperation for the religious communities and Christian associations and organisations that are members of FS.
- Promote the common interests of the members of the free churches regarding freedom of religion, equality, legislation and development aid.
- Be the free churches' tool for cooperation and coordination of activities that are of common interest of all member organisations, and speak on behalf of all the member organisations regarding those issues.
- Coordinate the member organisations' development aid and support the implementation of joint efforts and relief operations in different parts of the world in order to decrease destitution and poverty.
- Promote human rights, equality, solidarity as well as a sober and a healthy lifestyle development.

FS's development cooperation work is based on its missionary work. According to the Code of Conduct, Christian values create the foundation for the relationships and communication between the MOs and their partners in the South. FS's approach to work is "*from grassroots to grassroots*". A special focus is placed on children's rights and guaranteeing their welfare and minimizing the risk of them being exploited. FS's work is based on the following values (FS, 2016).

- Empowerment. The role of the FS staff is to facilitate for the local partners to carry out the project.
- Ownership. The community where the development project is carried out should be involved in the planning and implementing of the project. The local partner should aim to meet real and existing needs as identified by their local community and help solve their problems.
- Participation. All the plans for each community should, wherever possible be drafted together with the communities through a participatory process.
- Equality. Special emphasis should be placed on the issues of gender, marginalised groups and battling serious contagious diseases.
- Holistic transformation. The goal is the empowerment of the communities which enables holistic transformation of the community (i.e. physical, mental, social, environmental and economic).
- Sustainability. All the activities started within the communities will be based on principles of sustainability.

The FS has received development cooperation funding from the MFA since 1995. From 2003 onwards it has had 'partnership status', which means that all the financed projects are funded through one PBS framework. According to the MFA, the purpose of PBS is to strengthen the position of civil society and individual actors as channels of independent civilian activity in both Finland and

**FS's mission is to help the poorest and most vulnerable people in the world**

**FS's approach to work is "from grassroots to grassroots"**

developing countries (MFA, 2013a). 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.

## Members of FS

FS has six members. The membership organisations (MOs) of the FS are the Finland's Swedish Pentecostal Mission (FSPM), the Free Evangelical Church of Finland (MKF), the United Methodist Church of Finland (FSMK), the Finland Swedish Baptist Union (FSB), the Salvation Army and the Swedish Churches of Finland Union of the Seventh Day Adventist Church.

PBS is provided to the FS's development cooperation programme, which includes projects of four of its members (FSPM, MKF, FSMK and FSB) and one project for its associate, the Friends of the Martyred Church (MKV). MKV is not a member of the FS but its programme is implemented as part of the FS programme and budget. The Member Organisations (MOs) have an agreement with FS where the responsibilities and liabilities of the parties have been determined. They have the overall responsibility for their own projects while FS distributes the funds and handles the communication with the MFA. The organisations receiving PBS through FS are presented in Box 2.

### Box 2. Organisations receiving Programme-based support through FS

#### ■ Finland Swedish Baptist Union (Finlands Svenska Baptistsamfund, FSB)

FSB is an umbrella organisation consisting of 16 local churches with a total of 1,200 members. FSB supported three projects of the 26 programme projects in Zambia, Thailand and South Sudan and received approximately 12% of the PBS funds that FS receives from the MFA.

#### ■ United Methodist Church Finland (Finlands Svenska Metodistkyrka, FSMK)

FSMK is a national church and counts for 1,000 members in 13 Swedish speaking parishes in Finland. FSMK supported three projects in Cambodia, Kenya and Zimbabwe and received approximately 4% of the PBS funds.

#### ■ Finland's Swedish Pentecostal Mission (Finlands Svenska Pingstmission, FSPM)

FSPM is the coordinating body of the Swedish speaking Pentecostal churches. It consists of 26 registered local organisations (parishes) counting for a total of 2,000 members. FSPM has supported 14 projects in Tanzania, Benin, Burundi, Ethiopia, Philippines, India and Laos and received approximately 52% of the PBS funds.

#### ■ Free Evangelical Church of Finland (Missionskyrkan i Finland, MKF)

MKF is an umbrella organisation for 16 local Evangelical Churches with a total of 800 members (200 direct members). MKF has supported five projects in Tanzania, Afghanistan, Guyana, Surinam and Brazil and it received approximately 24% of the PBS funds.

#### ■ Friends of the Martyred Church (Martyrkyrkans Vänner, MKV)

MKV is not a member of the FS, but an associate that focuses its activities on short-term assistance to different Christian groups facing oppression and persecution. MKV supported one of FS's 26 projects and received approximately 8% of the funds that FS receives from the MFA.

Source: Evaluation Team

## Objectives

The overall objective of the FS development cooperation work is stated in its Programme Document. In broad terms “FS aims to reduce poverty, improve health, support realisation of human rights, democratic development, and environmental sustainability”.

The FS’s development cooperation programme focuses on two thematic areas: education and health, inherited from its MOs’ missionary work. Both thematic areas have their own objectives, which are elaborated below.

## Education

The goal of the Support **to education**, as stated in the FS Annual Plan 2013, is to:

Ensure equal access to education for vulnerable groups regardless of gender, ethnicity, disability and / or religion.

- To improve opportunities of poor people to improved livelihoods.
- To contribute to environmental sustainability by focusing on the preservation and restoring the local environment surrounding the project.
- To strengthen our local partner organisation with an emphasis on good accounting of project work and transparency at all levels.

Girls and persons with disabilities are mentioned as a specific beneficiary group for the education component. The approach is based on an assumption that good quality education will give better opportunities for continuation of education and livelihood. (FS 2016, Annual Plan).

## Health

Health projects aim to contribute to increased access to health care and increasing health awareness among the target population, with a special focus on mothers and children. Health services are developed in areas where the national health care is inadequate or subsidies needed for the poorest and most vulnerable to have access to care. For health the following objectives are also specified in the 2014 Annual Plan:

- To achieve lower child mortality and improve maternal health by providing advisory services relating to health.
- To raise the level of knowledge and awareness about hygiene and the spread of infection through health education.
- To increase the availability of quality healthcare and medicine and to improve access to good nutrition through food distribution.
- To distribute practical aids for the disabled, while awareness of the rights of the disabled has been increased.

Over the evaluation period the themes and goals have remained the same. Only some changes in the formulation of the results statements and indicators have taken place. While the Annual plan 2013 defined the objectives as presented above, the Annual Plan 2014 rephrased the results and introduced indicators as illustrated in Table 1.

FS aims to reduce poverty, improve health, support realisation of human rights, democratic development, and environmental sustainability

**Table 1: Free Church Results and Core Performance Indicators**

Result	Definition
<b>LONG-TERM GOAL</b>	
Reduced poverty, Improved health, Realised human rights, Democratic development, Environmental sustainability	
<b>SHORT-TERM GOAL</b>	
<b>Education</b>	
Equitable education particularly to girls and people with disabilities.	
Education of good standard.	
Further training and / or livelihood opportunities.	
<b>Health</b>	
Improving public health, with special focus on mothers and children.	
Increased access to health care and counselling.	
Increased practical health awareness among target population.	
<b>TARGET</b>	<b>INDICATORS</b>
<b>Target 1:</b> Women with disabilities have better access to training.	Minimum of 50% of beneficiaries are women. 10% students in supported schools are persons with disabilities. At least 2% of the students at other supported schools are people with disability.
<b>Target 2:</b> Better opportunities for further studies and income.	100% of children shall complete primary school supported by the programme. 70% of children continue their education after primary school. At least 50% of participants receive job or better living after completing education.
<b>Target 3:</b> Good quality education	100% of students pass national test. 100% of students at the school's highest grade take final exam. All schools and courses (besides short courses) are linked to the national system. Maximum group size is 30 students / teachers. 100% of teachers are competent. Non-qualified teachers are offered training.
<b>Target 4:</b> Improved access to health care and counselling	All healthcare clinics hospitals supported through FS provide care at a lower price than equivalent treatment if such is available in area.
<b>Target 5:</b> Increased health awareness in practice	At least 50% of the participants (the course or similar) report that they have learned something about health and hygiene that will benefit them.
<b>Target 6:</b> Functioning health care offered at clinics	The number of patients should be high enough so that the fees collected, together with other sources of income will be financially sufficient.

Source: FS, 2014a

The domestic activities of the FS are formed around domestic “projects” focusing on quality, project support, evaluation and communication. These activities have a supportive role and they aim to develop the business as a whole. *Quality FS* aims to develop long-term and strengthen the management and coordination of development cooperation. *Project FS* gives MOs of FS tools to plan new sustainable projects. *Evaluation* aims to improve and strengthen the evaluation process of the FS development cooperation through systematically conducted evaluations. The *communication* project aims in different ways to spread the regular and timely information about FS development cooperation donors and the public. (FS 2014a, Annual Plan).

## Communication

Information dissemination is part of the development coordination programme. It is carried out both by the FS and the MOs. FS is responsible for information dissemination about the whole programme and for producing reports to the MFA and informative material about the programme, while the MOs focus on their own development projects in their communication and share information to their members. The FS does not implement Global Education projects under the PBS. The programme monitoring system does not include monitoring of the communication work.

FS’s own communication contains a leaflet which presents all of FS’ development projects. This leaflet is distributed to all MO members. FS’ webpage presents all of the development projects run by the organisation. MOs, in turn, produce information material about their own projects. For instance the Free Evangelical Church of Finland has published a brochure “Missionskyrkan i Finlands Utlandsarbete” about their development cooperation in 2016 with information and photos of each project. They also produce a newsletter titled “MKF Bistånd” with articles about the projects. The United Methodist Church Finland produces a newsletter titled “Global Vision” with up-dates about their projects. The Finland Swedish Baptist Union on the other hand produced in 2016 a leaflet “Finlands Svenska Baptistsamfund utvecklingsamarbete 2016”, with some basic information about their projects.

## Technical assistance

Some partners have seconded technical assistance and volunteers to support the implementation of the projects on the ground. For instance the FSPM has seconded a consultant to the Environment Education Project in Tanzania for several years from 2009-2016, and engaged a consultant for Leadership Capacity Building to deliver basic training through seminars for project staff and leaders with partner organizations in Tanzania, Burundi, Benin, Ethiopia, India, Philippines, Laos during 2012-2016. MKF has sent two experts to the PO in Afghanistan over 2009-2014 to provide counselling and support to the project staff. A voluntary nurse has worked in administration of the hospital during period 2012-2014 in Peru. While these examples appear to have had a positive result in building greater capacity, the overall procedures followed have not been fully in line with the transparent and competitive guidelines proposed by MFA under PBS rules. A clear selection process is not defined in the project manual and in most cases, these persons are selected by the MO’s members. FSPM has developed a “instructions for volunteers” - guide.

But the projects are implemented by FS's six member organisations and their partners in the South

### 3.3 Operational principles related to Development Co-operation

FS does not implement development cooperation projects itself. It is an umbrella organisation of the projects implemented by its six MOs and their partners in the South. It works as a mediator between the Finnish MOs and the MFA. It also manages the FS communication and project support.

The POs in the target countries are responsible for the planning and implementation of the projects. A partnership agreement is signed between the MOs and the local PO in the target countries. Neither the FS nor the MOs have country offices or permanent staff in the target countries.

The role of the Finnish MOs is to facilitate the implementation, monitor and support reporting to the FS. Each MO has a Code of Conduct with the FS. The Code of Conduct has a focus on Christian values but also on good administration, skilled staff, transparent financial administration and respectful communication.

The FS does not have a specific partnership selection criteria or approval process. The MOs have selected their cooperating partners independently. Most of the partnerships are based on the previous missionary work and personal contacts or church interactions at meetings abroad or elsewhere. Some of the partnerships and projects have lasted for decades.

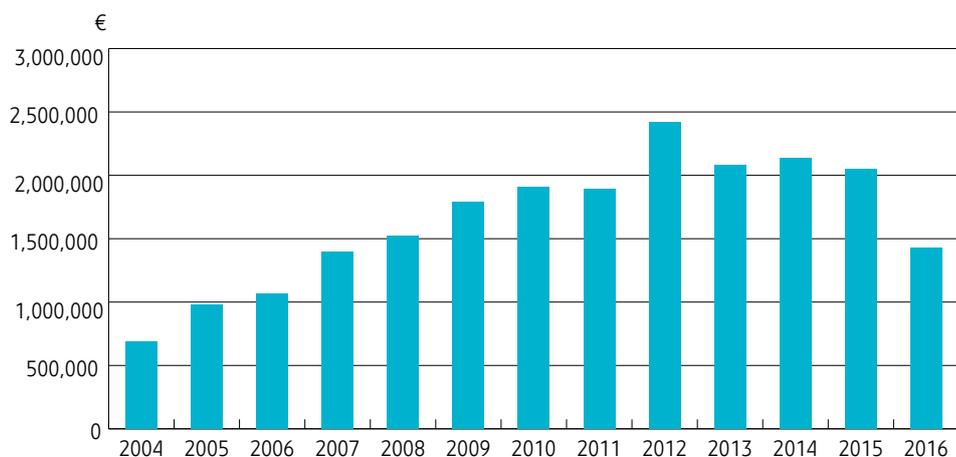
During the period 2010-2016, the MOs have implemented projects with 25 partners (see Annex 7). POs are usually churches or congregations, with a few exceptions: the partners in Benin, Brazil and the Palestinian territories are local NGOs. In Afghanistan, FS collaborates with an international NGO (International Assistance Mission). Most of the partners implement one project, but some implement more, for example, the FSPM partner in Tanzania the Free Pentecostal Churches of Tanzania is involved in the implementation of six.

FS is not a member of any international networks but it works in collaboration with other faith-based organisations. For instance the media projects supported by FSPM are implemented in collaboration with IBRA Media, which is a Swedish international Christian broadcasting and media group founded in 1948. IBRA broadcasts Christian programs to more than 100 countries. (<http://www.ibra.org/index-portfolio=training.html>).

### 3.4 Funding profile

Figure 1. elaborates the programme funding during the partnership period from 2004-2016. The figure shows that the funding has increased steadily till 2010. The proportion of self-financing has remained the same over the years. For the programme period (2010-2016), this was 16% of the total programme costs, and consisted mostly of donations received by the MOs.

**Figure 1: Total PBS Funding for Free Church 2004–2016**



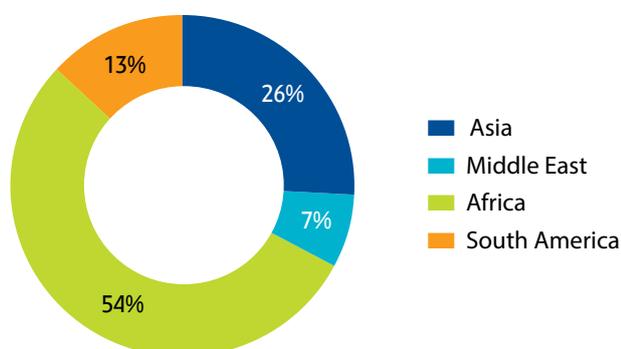
Source: Data provided to Evaluation team by FS

During the evaluation period the annual budget of the FS programme has varied between € 1.9 million to € 2.3 million. The proportion of funds targeted directly to the MOs covers 83–90% of the programme costs. On average 5% of annual budget has been used for project planning, evaluation and programme development. Information and publicity has increased from one percent to three percent over the evaluation period while administration has remained the same, at 10%. The budget cuts in 2016 brought the level of PBS funding from € 2.3 million in 2015 to € 1.4 million in 2016.

### Funding by Region

During the evaluation period half of the funds (54%) were channelled to Africa. The biggest recipient country was Tanzania, where the Free Pentecostal Churches of Tanzania received support through FSPM to several projects. Asia projects received 26% of the funds and South America 13% of the funds. Allocation of funds per region over 2010–2015 is illustrated in the Figure 2.

**Figure 2: Distribution of funds per Region 2010–2015**



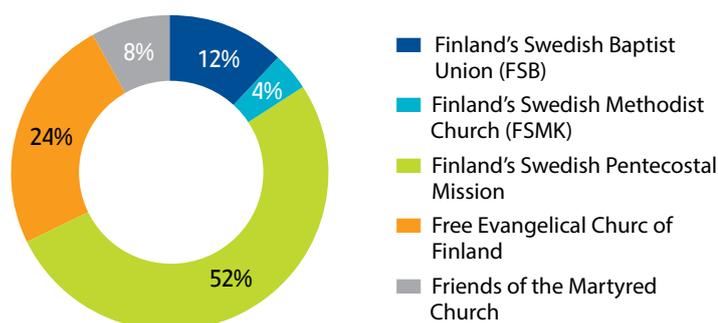
Source: Data provided to Evaluation team by FS

Approximately 70% of the FS total development cooperation funds have been directed to this education sector

### Funding by Member Organisation

The distribution of funds between the MOs varies significantly. According to the Programme Evaluation in 2016, FSPM received approximately half of the PBS during the programme cycle 2012-2014, and the second biggest proportion was channelled to MKF which received 24% of the programme funds. The distribution of funds during the last programme period 2012-2014 is illustrated in Figure 3.

**Figure 3:** Distribution of funds between member organisations during the programme cycle 2012–2014.



Source: Venäläinen et al., 2016.

The project portfolio differs by MO. For instance, during the evaluation period the FSB, FSMK and MKF implemented three to five projects while FSPM implemented altogether 14 projects, accounting for a total budget of € 2.2 million. The FSPM also received approximately half of the PBS budget, and the second biggest proportion was channelled to Free Evangelical Church of Finland, which received 24% of the funds.

### Funding by Theme

The focus of the FS programme is on education. Approximately 70% of the FS total development cooperation funds have been directed to this education sector, while 13-15% went to health and a similar amount to work programme support to FS in Finland consisting of services such as development of tools, evaluations, and information dissemination. In addition to financial support to project implementation, the MOs provide expert assistance. A total of 5% of the funds received for the development cooperation programme was also used for communication. FS channelled half of this to the MOs.

According to the KPMG Performance Audit (KPMG, 2015), fundraising by FS is not significant. Once a year FS arranges a fundraising campaign during “Common Responsibility” where they raise funds (€ 3,000-4,000) for one of the FS development cooperation projects. This money is transferred to the MO that implements the specific project. The majority of FS self-financing comes from the MOs as FS has agreed that the MOs need to collect 16% of self-financing for their projects so that the MFA requirement of 15% can be covered in total. FS has been able to fulfil the required 15% level of self-financing for the whole programme. No voluntary work or any in kind contribution has been recorded in FS, or by the audited MOs or the implementing partners (KPMG, 2015).

# 4 FINDINGS

## 4.1 Relevance of CSO's development co-operation

### 4.1.1 Comparative advantage and strategic alignment

In this section, we assess:

- Has the FS development co-operation strategy has been in line with its comparative advantage?
- Has the FS programme been aligned with its strategy?
- Have the activities chosen by FS been the most relevant for achieving the programme goals?

For this evaluation, we define comparative advantage as the relative strength of a CSO against other potential in actors - a CSO has a comparative advantage, if it possesses unique or superior expertise, operational model, networks and/or influence in comparison to other actors in a given context. By strategic alignment we refer to consistency of the CSO development co-operation program goals, related planning and activities with the mission, strategic goals and comparative advantage of the CSO (Table 2).

**Table 2:** Perceived role of the CSOs in the development policy framework of Finland

Development Policy 2007-2012	Development Policy 2012-2015	Development Policy 2016-2019
<p>The special value that NGOs can add is their direct contacts with the grass-roots level and their valuable work to strengthen the civil society in developing countries.</p> <p>NGOs are considered an important means of providing humanitarian assistance.</p>	<p>Civil society is an important actor and partner in the implementation of human rights-based development cooperation. Civil society demands accountability from the government, public authorities and enterprises and thus advances democratic change.</p> <p>CSOs are proposed as a means to continue cooperation when bilateral projects end.</p> <p>CSOs are considered important in support to conflict and fragile states.</p>	<p>The participation of the Finnish civil society in the strengthening of civil societies in developing countries is important.</p> <p>In all activities, NGOs are to build on their own expertise and networks.</p> <p>Finnish CSOs are important in countries or groups which cannot be reached by the means and tools of Finnish ODA.</p> <p>Finnish civil society is encouraged to work in the poorest countries.</p>

Source: MFA, 2007, 2012a and 2016a.

FS's strengths and expertise rely on the individuals of its member organisations and the networks of their partner organisations

FS programme has strong grassroots linkages to communities in the partner countries

The programme has been developed based on FS's member organisations' long history with missionary work. Helping the poor in developing countries through sister organisations is well rooted in the operations of each MO. The FS nor its MOs have a comprehensive long term plan or strategy for the development cooperation but the different project efforts have been developed based on the aid workers needs analysis and in some cases their skills (Palm, 2013).

### **Comparative advantage of the CSO in its development work**

FS is not an expert organisation with particular technical expertise or *niche*. Its strengths and expertise rely on the competencies of the individual members of the MOs and the network of partner organisations. Technical expertise engaged in project implementation may be relevant but not documented. It is also evident that there is significant capacity among the members of the MOs which is not fully taken into use in the development work.

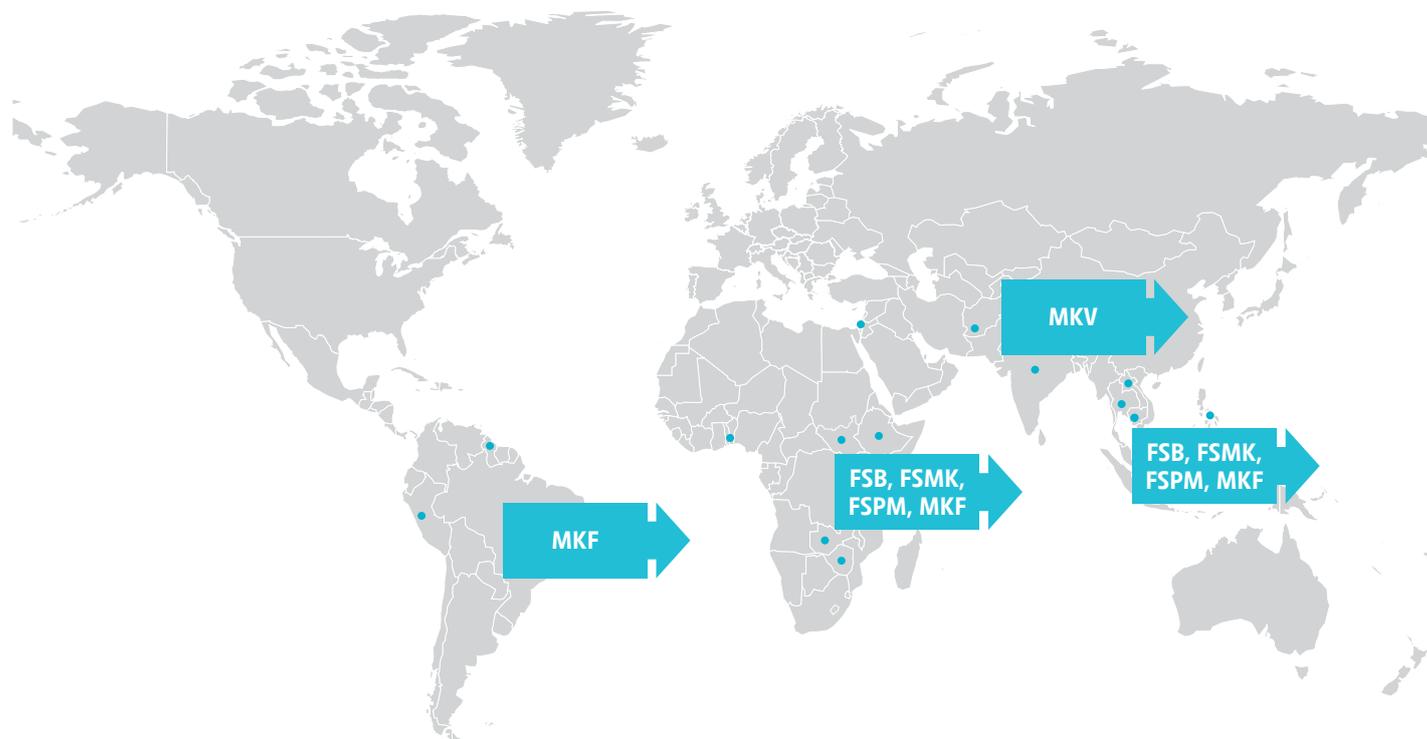
The FS is the only partnership organisation for the Swedish speaking CSOs in Finland engaged in development cooperation. It has used its position to communicate to the MO's members about global issues and about the reality of developing world.

Through its network, the FS programme has strong grassroots linkages to communities in the partner countries. Faith-based organisations and local churches also have advantages which other CSOs may not have. For instance, in Ethiopia, where media is tightly controlled and the opportunities for CSO work is shrinking, the FS partner "TESFA Mission" has been guaranteed a mandate to train people in communication and leadership. Through Christian media broadcast it can cover millions in Ethiopia and in the region.

### **Geographical coverage**

During the evaluation period 2010-2016, FS implemented 32 projects in altogether 21 countries on three continents. Figure 4 illustrates the countries where the projects were implemented and the list of countries is found in Table 3. Projects in following countries closed in 2014 Afghanistan, Brazil, Benin, Guyana, Laos, Surinam, Tanzania.

**Figure 4: Map of FS projects**



Source: Evaluation Team

All four MOs operated in Africa and in Asia, whereas the Free Evangelical Church of Finland (MKF) is the only MO operating in Latin America. Out of the targeted countries, 11 belonged to the least developed countries (LDC). They were Afghanistan, South Sudan, Burundi, Benin, Cambodia, Ethiopia, Guinea, South Sudan, Tanzania, Zambia, and Zimbabwe. Programme support was also targeted to middle-income countries such as Peru and Brazil. Three countries, South Sudan, Afghanistan and Palestinian territory, were considered to be fragile states. MKF provided personnel support for instance to Afghanistan and Peru.

**Table 3: Projects by organisation and continent 2010–2016**

Organisation	Asia	Africa	Latin America	Other	Number of projects
Finland Swedish Baptist Union (FSB)	Thailand	<b>Zambia, South Sudan</b>	-	-	3
United Methodist Church Finland (FSMK)	Cambodia	<b>Kenya, Zimbabwe</b>	-	-	5
Finland's Swedish Pentecostal Mission (FSPM)	Philippines India Laos	Tanzania (6) Benin (2) Burundi (2) Ethiopia	-	-	14
Free Evangelical Church of Finland (MKF)	Afghanistan	<b>Tanzania</b>	Suriname, Guyana, Brazil, Ecuador, Peru	-	7
Friends of the Martyred Church (MKV)	-	-	-	Palestine	1

Source: Provided by FS to Evaluation Team (MFA 2012 focus countries marked in bold).

The programme does not have a specific sector strategies on how it will address the education and health challenges

The above analysis indicates a broad coverage that has only partial alignment with MFA's policy focus on the least developed countries as set out in 2012.

“Finland will focus its development cooperation on the least developed countries in Africa and Asia. Development cooperation will be concentrated on long-term partnerships in order to reduce the fragmentation of financial and human resources. Finland's long-term partner countries in the future are Ethiopia, Kenya, Mozambique, Nepal, Tanzania and Zambia as well as Vietnam. The specific needs of fragile states will be taken into account. Finland is committed to long-term cooperation with Afghanistan and carries out development cooperation with the Palestinian Territory and South Sudan” (MFA 2012).

### **Relevance of implementation strategies and activities**

The implementation strategies and action plans are developed by the POs with the support from MOs. The programme does not have a specific sector strategies on how it will address the education and health challenges. For instance, the programme does not elaborate what strategies and measures are needed to achieve the programme target of including 2% students being children with disabilities or gender equity. In the inclusive education context, this would require a broad range of activities starting from community sensitization to training of teachers, ensuring physical accessibility and curriculum adaptation. Also, providing access to school is not sufficient but it would also require developing the capacities of the entire school system to tailor support services to special educational needs. It is also noted in some evaluations (e.g. Järvinen et al., 2011) that achieving these results would require better analysis of the structural issues and barriers and addressing them.

Regarding the education targets (equitable education and quality education), the implementation strategies include teacher training and supporting schools with educational materials in day care / preschool and basic education projects in India, Tanzania, the Philippines, Sudan and the Palestinian areas. In some education projects, such as India, the project funds are used to cover the tuition fees of poorer children, mainly belonging to scheduled castes and minorities. In Tanzania, the New Life Academy project aimed to enhance the quality education environment by construction of facilities.

Further training and livelihood opportunities are supported in Guyana and Tanzania. In Guyana and Surinam, the PBS has been channelled to establishment of community centres that provide education and other activities to marginalised youth and school drop outs. Media production training has been provided in the Habari Maalum College (HMC) in Tanzania and in the HTMC Ethiopia. They have also provided leadership training.

The programme documentation contains limited information about the health projects. The health projects focus on improving public health with focus on mothers and children, improving access to health care and counselling, and increasing practical health awareness. Support has been provided to health centres, rehabilitation for the disabled, arranging childbirth classes to reduce maternal and child mortality, teaching about the culture and nutritious food and hygiene, digging wells, building toilets and hand out food to prevent malnutrition. (FS, 2014a).

The programme includes some targeted projects to persons with disabilities. The Kibereli project in Tanzania has provided braille-literacy training to persons with visually impaired and produced braille books. Radio and TV programmes about the rights of the visually-impaired have been produced and broadcast through different stations. The education and rehabilitation project for persons with disabilities in Thailand has developed community-based rehabilitation services which have been adopted by the local administration for wider dissemination.

### Programmatic approach

The FS programme was constructed in 2003 from on-going projects and the programme preparation was more or less grouping projects under a common “umbrella”. The programmatic approach has not influenced the selection of the thematic areas of health and education, which were inherited from the missionary work. Significant changes in the programme portfolio have not taken place as a result of adopting the programmatic approach. Similarly, the programmatic approach had little influence in the selection of the projects or partners. The projects are independently designed by the MOs and their partners, and the FS serves as a mediator and channel for funding and reporting to MFA (Venäläinen et al., 2016).

The MOs see PBS more as an administrative measure rather than means of improving the effectiveness and synergy of their projects. The attempts of the FS secretariat to establish a broader monitoring framework has led to increased attention to monitoring, but not yet translated into a programme-level monitoring system owned by all. Based on the data collected by the evaluation, it is evident that the projects have made some achievements but these are not fully elaborated at the programme level. One reason for this is that some results are defined at output level only.

The MOs, in turn, are aware that they are part of a broader programme but have not been fully informed about the programme level objectives and monitoring systems. At PO level, most of the interviewed project staff knew that their project is part of a larger programme, but few had seen an overarching FS programme document. They had limited knowledge of the long-term goals, short-term objectives, expected results or indicators of the programme (Björnberg-Michelsson, 2016a).

The recent programme evaluation (Venäläinen et al., 2016) concluded that in-depth policy dialogue has not been conducted with the MOs and POs to **strategically analyse the added value and overall purpose of the programmatic approach**. However, it can be said that there is a good understanding of the conceptual aspect among the MOs of the programme but that the MOs equate the approach to the use of FS as a financing and reporting channel rather than as a means of stressing the substance, results and processes and the value of building joint learning and accountability through building a common programme that connects people, ideas and actions. The added value of the programmatic approach has been associated until recently with reducing bureaucracy on the MOs’ side and in the MFA. However there is now an increasing focus and acceptance on the importance of better objective setting and results measurement as

The programme includes some targeted projects to persons with disabilities

The MOs see PBS more as an administrative measure rather than means of improving the effectiveness and synergy of their projects

The majority of projects address the basic needs and rights of vulnerable people

The evaluation did not find evidence on practises and measures of mainstreaming gender and disability apart from in the specific disability projects

new guidelines have emerged on adopting PBS, particularly for the next round of funding in 2018–2021.

In sum, because of the history and constitution of the organisation, FS has had a limited role on the strategic guidance of the programme. Currently, the programme is largely financed by MFA (together with the required self-financing element) and during the evaluation period FS has not applied or planned to apply for other funding. The MOs have their own limited resources, collected from the church members and through fund raising activities, except FSPM which has, through its larger church base, the ability to mobilise funds for its own projects and supplement MFA resources.

#### **4.1.2 Alignment with beneficiary and stakeholder needs and rights**

In this section, we assess:

- Has the FS work been aligned with the beneficiary needs and rights?
- Has the FS work been aligned with the stakeholder needs?

In this evaluation, we consider two types of beneficiaries - direct and indirect beneficiaries. The direct beneficiaries are those individuals and/or organizations that are directly targeted by the CSO activities, while the indirect beneficiaries are those who are expected to ultimately benefit from the CSO work. Stakeholders refer to those who are not direct or indirect beneficiaries of the CSO work, but are involved in or relevant for that work.

Overall, the majority of projects address the basic needs and rights of vulnerable people. For example, the targeting of school children appears to meet with needs and rights of minorities in the Bethania school in India, although the attendance of these children has been affected by state alternatives in recent years (see Chapter 5.4.3). The project in Zambia aims to target child-headed households and the Kibereli project in Kenya supports the realisation of the right to information and participation for the visually impaired. Also, the project in Thailand is targeted to children with disabilities. The project in Burundi supports internally displaced people and returnees. Also the project in South Sudan is located in a conflict-prone area.

Supporting media production (HMTc in Ethiopia and HMC in Tanzania) is well justified, as although media development in East and Central Africa is a fast growing sector, the knowledge and understanding of media principles and ethics is generally very low (Björnberg-Mickelsson, 2016b). The relevance of practical media production training can also be verified by the fact that the HMC in Tanzania has attracted students from neighbouring countries and the HTMC in Ethiopia has attracted professionals from the national broadcasting service to learn practical skills. However, it is evident that these training programmes do not address the most vulnerable and poor people as indicated in the overall programme objective statement.

While the programme explicitly aims to target women and children with disabilities, the evaluation did not find evidence on practises and measures of mainstreaming gender and disability apart from in the specific disability projects (such as Kibereli Capacity Strengthening project in Kenya, Education

and Rehabilitation of persons with Disabilities in Thailand). Furthermore, the evaluation did not learn about measures which enhance education opportunities of the poorest and most disadvantaged in the church owned private schools. For instance, the evaluation of the Seeds of Hope Project (Gustafson, 2014) noted that the preschool and kindergarten supported by the MKV need to be aware about the risk of attracting middle class rather than the intended socially needy and thus generating inequality among the beneficiaries who cannot afford the school fees to the schools supported by the programme. In UCCI India, the intention has been to target children from poorer and minority backgrounds and they emphasise access of girls to education but the targeting mechanisms are more informal based on assessments by management and staff rather than explicit.

Context, situation and/or needs analysis in the partner countries and/or the international trends relevant to its field of expertise are not usually undertaken. The context knowledge comes from the local POs, which work in local communities, or through long-term partnerships. One feasibility study was conducted in Ethiopia as part of the preparation for the media project, but the study focused more on the curriculum content rather than the broader context or potential impacts of the media production.

### **4.1.3 Alignment with the partner country policies and strategies**

In this section, we assess:

- Has the FS development co-operation work been aligned with the partner country priorities?

Here we refer to the partner country priorities as indicated in policies and strategies. For some CSOs alignment is a complex issue e.g. in the case of human rights work, where alignment with host government policies may not always be appropriate.

The review of the programme and project documentation shows that some projects mention and make a reference to national policies and strategies, but most proposals do not include policy analysis or situation analysis which would help to position the PO and the intervention in a broader context. For instance, the HMTC project proposal mentions the Growth and Transformation Plan 2010/11-2014/15 of the Government of Ethiopia and highlights the situation of media in the country. However, the proposal does not mention National Adult Education Strategy in February 2008 (Ministry of Education, 2008), which stresses a necessity to building the capacity of the youths, and adults who are economically active human power through learner-responsive programmes. This HTMC project is well aligned with this strategy.

While inclusion of children with disabilities in education is mentioned as an explicit objective of the programme, the programme documentation includes very little information about the host governments' strategies Inclusive Education. Many countries have developed their own strategies and approaches to increase educational opportunities for children with disabilities in mainstream schools.

**Context, situation and/or needs analysis in the partner countries and/or the international trends relevant to its field of expertise are not usually undertaken**

Policy relevance of some projects has even increased during the programme implementation. For instance, the Ministry of Education and Higher Education (MoEHE) of the Palestinian Authority has defined early childhood education as one of its strategic priorities. During the programme evaluation in 2016, the MKV project was not aware of this policy and the MoEHE was not aware of the success of the project.

The document review found little information on how the health projects have tackled policy relevance in the respective countries.

#### **4.1.4 Alignment with development policy priorities of Finland**

In this section, we assess if FS development co-operation work has:

- been aligned with the thematic development policy priorities of Finland?
- been aligned with the development policy cross-cutting objectives (CCOs) of Finland?
- been aligned with the Human Rights Based Approaches (HRBA) adhered to by Finland?
- been aligned with the geographic development policy priorities of Finland?

The 2010-2016 evaluation period has covered three Finnish development policies, with somewhat varying thematic and geographic priorities. The common themes throughout the evaluation period have been *reduction of poverty and inequality, promotion of human rights as well as sustainable development. Gender equality and the reduction of inequality as well as climate and environmental sustainability* have been common CCOs. By the most vulnerable we refer here, for example, to the extremely poor, children, ethnic and linguistic minorities, indigenous people, the migrants, the disabled or sexual minorities.

HRBA aims to integrate the norms, principles, standards and goals of the international human rights system into the plans and processes of development (MFA, 2015b). Toward this end, it identifies required identifying key legal basis for the CSO work as well as the rights-holders and duty bearers. Although many can hold dual roles depending on a point of view, rights-holders are usually the individuals and community organizations and duty-bearers refer to government bodies responsible for realization, facilitation or protection of the rights of the citizens.

**Table 4: Development Policy Priorities of Finland**

Development Policy 2007-2012
<p><b>Key goals</b> – Poverty eradication – Sustainable development.</p> <p><b>Themes</b> – Promoting ecologically, economically and socially sustainable development in accordance with Millennium Development Goals – Climate and environment – Respect for and promotion of human rights – Links between development, security and human rights.</p> <p><b>Cross-cutting objectives</b> – Gender equality, women and girls – Social equality and equal opportunities for participation – Combating of HIV/AIDS as a health and social problem.</p> <p><b>Geographic priorities</b> – Least developed countries.</p> <p><b>Partner countries</b> – Ethiopia – Kenya – Mozambique – Nepal – Nicaragua – Tanzania – Vietnam – Zambia.</p>
Development Policy 2012-2015
<p><b>Key goals</b> – Poverty reduction – Human rights and societal equity.</p> <p><b>Themes</b> – Democratic and accountable society – Inclusive green economy that promotes employment – Sustainable management of natural resources and environmental protection – Human development.</p> <p><b>Cross-cutting objectives</b> – Gender equality – Reduction of inequality – Climate sustainability.</p> <p><b>Geographic priorities</b> – Least developed countries – Fragile states.</p> <p><b>Partner countries</b> – Ethiopia – Kenya – Mozambique – Nepal – Tanzania – Vietnam – Zambia.</p>
Development Policy 2016-2019
<p><b>Key goals</b> – Poverty reduction – Reduction of inequality – Realisation of human rights – Support for the Sustainable Development Goals.</p> <p><b>Themes</b> – Rights of women and girls – Reinforcing economies to generate more jobs, livelihoods and well-being – Democratic and well-functioning societies – Food security, access to water and energy, and the sustainable use of natural resources.</p> <p><b>Cross-cutting objectives</b> – Gender equality – The rights of the most vulnerable – Climate change preparedness and mitigation.</p> <p><b>Geographic priorities</b> – Least developed countries, the most fragile states and those suffering from conflicts or climate and natural disasters.</p> <p><b>Partner countries</b> – Afghanistan – Ethiopia – Kenya – Mozambique – Myanmar – Nepal – Somalia – Tanzania – Zambia.</p>

Source: MFA, 2007, 2012a and 2016a.

The FS development cooperation programme is aligned well to Finland’s development cooperation policies, though there is only *partial alignment* with MFA’s policy focus on the least developed countries. The programme aims to reduce poverty through providing and developing educational and health services particularly among marginalised groups. As noted earlier in Chapter 5.1.1, the majority of projects (though not all) are implemented in least developed countries. These countries also had Country Strategies for Development Cooperation prepared by MFA covering the evaluation period. For instance, in the case

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The projects are targeted to the most vulnerable such as persons with disabilities, orphans, returnees and internally displaced people

FS goals are coherent with the development policy of Finland

No overall gender analysis has been carried out either for the programme and projects or for the partner organisations

of Ethiopia, one of the objectives of the Finnish Country Strategy is strengthening civil society.

The projects are targeted to the most vulnerable such as persons with disabilities, orphans, returnees and internally displaced people, which is in line with the Finnish development policies. In addition, for instance HMC offers practical quality training in Media and Leadership. This is based on human rights, ethics, non-corruption and with the aim of producing independent non-biased media and leadership professionals to influence society in a positive rights-based manner. Disabled persons have access to the part of the boarding school that is already built. There are no thresholds indoor and ramps.

However, despite these areas of alignment, it is notable that none of project proposals make any explicit reference to Finnish development cooperation policy, although they are presented in the 2016 FS Project Manual. With regards to HRBA, it is notable that the MFA has published its guidance on HRBA in 2015 and practical guidance on how to apply in bilateral programmes has been produced in 2016. Therefore, it would be premature to assess how HRBA has been applied by FS.

### **Alignment with CCOs of Finland**

FS goals are coherent with the development policy of Finland. The programme's ultimate goal is to reduce poverty and promote the right to education and health. The programme also aims to address vulnerable groups and gender equity is an overall target and key indicator for the programme. Climate change has not been found relevant to the programme apart from some specific interventions.

Gender equality is one of the targets of the programme and one of the outcome indicators is that 50 percent of beneficiaries are female. According to the Programme Report 2011-2014 this target has been achieved. However, there is variation across the projects and there are some concerns about the reliability of data. All projects are not reporting gender disaggregated data.

No overall gender analysis has been carried out either for the programme and projects or for the partner organisations. Several interviewees noted that many POs (which generally are Churches) have strong traditions around a male-dominant culture, and that there is great gender bias. For instance, it was reported that most of the participants of the leadership training have been male. Only recently the HTMC in Ethiopia has initiated a training for female leaders only.

Greater attempts to pay more attention to the CCOs have been made in recent years, for instance by including a section in the MO application forms to assess the "impact of the project on cross-cutting themes of development policy". Starting from 2014 each PO has conducted this self-assessment in the application phase, but it has not been used as a reference for monitoring or at programme level.

The programme evaluation (Venäläinen et al., 2016) revealed that there was a lack of knowledge on gender and gender related issues in general. Also the evaluation of the World of Faith Community College (Järvinen et al., 2011) called for better context analysis as an explanation for not achieving the gender targets.

Other CCOs such as climate change have not been systematically integrated into projects. During the early years of PBS there has been specific projects addressing environmental sustainability: A project in Tanzania, aimed at increasing environmental awareness and another project in the Philippines focused focus on organic farming. In Ecuador, the forestry and agricultural projects tried to contribute to ecological and sustainable development, although the evaluation of the support to Ecuador (Palm, 2013) stated that it was difficult to get these projects to work and impact was weak. This evaluation concluded that the projects have not had a negative impact on the environment, but rather contributed to a greater opportunity for the people in rural areas to stay in their areas and not increase the prevailing urbanization in Ecuador.

Climate change is a relevant issue for some projects and they would also benefit from a Disaster Risk Reduction strategy. For instance the villages supported in Cambodia are located in disaster prone communities. These villages usually experienced flood and drought every year thus there is a need to increase awareness of climate change adaptation and improving the technical know-how of beneficiaries with IFS concept to address problems in food security (Palm, 2013). The construction project in Tanzania (HMC) faced delays because it did not meet all the standards and it was built on an area with high risk of land slide area.

The programme has set a specific goal for ensuring better access to education for persons with disabilities. According to the programme report, this target has not been achieved and reporting from individual projects has been inadequate. It is also notable that neither the programme nor the projects include an analysis of the barriers that people with disabilities face in accessing school and further on, in learning.

The topics of HIV/AIDS have not been dealt with in the FS activities and not considered relevant for the target group and the nature of activities.

### **Human Rights Based Approach**

The core values of FS are in line with the HRBA principles, and human rights appear in the mission statement and core values. However this appears to be more of a general statement. One of FS's values "*local partner should aim to meet real and existing needs as identified by their local community and help solve the problems*" refers to use of participatory approaches, which is one of the HRBA principles. However, according to the documentation the local partners have been engaged in the programme planning but the documentation does not indicate to what extent and how the MOs and POs engage rights holders and duty bearers in the design, implementation and monitoring of the projects (with a few exceptions). Furthermore, the principle of accountability is not outlined with regards to the accountability of the POs to the beneficiaries and MOs to their members. The field mission verified the finding made by previous evaluations (Järvinen et al., 2011; Venäläinen et al., 2016) that the local POs have not had access to any programme reports and their only responsibility in this context has been to provide inputs about their own project.

### 4.1.5 Overall Theory of Change

As part of the inception stage of this evaluation, a generic Theory of Change (ToC) was developed for Finland's civil society engagement in development co-operation. The ToC is illustrated in Annex 5, and captures the logic for how the MFA expects CSOs to achieve their expected outputs, outcomes and impacts.

As part of the inception stage of this evaluation, a generic ToC was developed for Finland's civil society engagement in development co-operation. The ToC is illustrated in Annex 5, and captures the logic for how the MFA expects CSOs to achieve their expected outputs, outcomes and impacts.

The aim for this generic framework is to help this evaluation establish a basis against which each of the development cooperation programmes of the CSOs can be compared. The ToC uses language expressed in MFA's Guidelines for Civil Society (MFA, 2010) and is based on the policies and guidelines of MFA - such as the Development Policy (MFA, 2016a) and the Guidance Note for Finland's Human Rights-Based Approach in Development Cooperation (MFA, 2015b).

The generic ToC presumes 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 relationships and pathways have been simplified to achieve clarity. In line with HRBA, civil society's contribution to democratic governance and reduction of suffering and saving of lives is expected to:

- Mobilise citizens, including vulnerable and socially excluded, around their human rights and entitlements, empowering them to participate in social, economic and political processes.
- Monitor governments and hold them to account.

These elements are captured in the three key outcomes - (i) a vibrant pluralistic civil society fulfilling its roles, (ii) strengthened, more resilient communities, and (iii) accountable state institutions that expect their duty bearers to protect vulnerable groups and to respect human rights. In turn these then contribute towards the higher order changes of safety, peace, and inclusive societies, in line with the 17 Sustainable Development Goals.

At the input and output level, the ToC shows how Finland's support to Finnish CSOs - provided by the general public, by the private sector and by the MFA - enables them to carry out projects in their specific areas of expertise in partnership with CSOs in the target countries. While projects may include issue-based advocacy in Finland as well as in a development context, they all contribute to capacity development of partner organisations, civil society more generally, as well as to direct beneficiaries.

The ToC includes seven main assumptions that would need to occur if the changes foreseen in their intervention logic were to happen in Table 5.

**Table 5: Key Assumptions in the Overarching Theory of Change.**

Short term to long term outcomes
<b>A.1</b> Sustainable and equitable development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, where respective duties and roles are mutually understood, and even used to achieve more positive impact than would have been possible without this cooperation.
<b>A.2</b> A strong, pluralistic civil society which demonstrates an active respect for human rights and inclusive values is a key contributor to improved citizen participation, greater government responsiveness and more inclusive service delivery.
Outputs to Short term Outcomes
<b>A.3</b> Civil societies in developing countries have the required operational, civic and cultural space to exercise their influence after receiving external support.
<b>A.4</b> A continued and supportive partnership between Finnish CSOs and CSOs in partner countries strengthens national CSO's identification and ownership of the same values.
<b>A.5</b> CSOs can use their knowledge of and linkages with the grassroots to raise awareness of and educate the Finnish public about development cooperation.
Inputs to Outputs
<b>A.6</b> Long-term programme partnerships with Finnish CSOs, based on mutually agreed objectives, are able to deliver support to CSOs in developing countries and reach the grassroots, including the vulnerable and socially excluded. (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 and requires continuing space and support for CSOs).
<b>A.7</b> Finnish CSOs develop their strategic direction in collaboration with their Finnish constituency, networks of international partners, including the philosophy, brand, or operational platforms, and in this way complement Finland's bilateral, multilateral and private sector work. This may depend largely on the CSOs partners understanding of the wider, specific institutional and political context within which they work.

Source: Evaluation Team

FS has not had a general and well-recognised theory of change and is only in the past year developing such a model for the overall programme. The intervention pathways of the MOs in the past have been implicit and specific to the individual MOs. The emerging ToC has been further developed by the FS secretariat rather than by the MOs in a collaborative way for identifying change pathways and potential impacts. FS, as a service provider in health and education, focuses most on this area rather than on the building of civil society or a more responsive and accountable government. The results chain will require further elaboration so that the assumptions are in line with those in Table 3, and indicators have more specific targets where possible, based upon aggregated MO plans.

Some members have identified more delineated pathways, such as in the Zambia Project Addressing Problems Affecting Child-headed Households Project (PAPACH) 2008-2014. This identifies five levels in the logic from inputs to goals. However, in these cases, there are usually missing or weak indicators,

and no baselines to help assess exactly if the desired changes have occurred. The HTMC project in turn does not have an implicit theory of change, it contains only outputs and expected impacts have not been defined. The health projects do not have specific impact indicators at all.

## 4.2 Complementarity, Co-ordination and Coherence

In this section, we assess:

- Has the FS development co-operation been complementary to the Finnish development co-operation?
- Have the MFA policies and interventions with regard to FS development co-operation been coherent?

In this evaluation, **Co-ordination** refers, for example, to joint activities and regular information exchanges with other CSOs, bilateral and multilateral interventions as well as with private sector initiatives. Here the other CSOs refer to those CSOs that are not direct beneficiaries or stakeholders of the CSO work – for example, sister organizations in Finland or other developed countries could fall into this category. **Complementarity** is seen in terms of division of labour between different development actors and MFA interventions – according to the MFA, complementarity refers to benefiting from the strengths of different actors, modalities and financing instruments in order to reach the objectives of MFA development policy in a changing environment. **Coherence** focuses on assessing whether MFA support to the CSO is in line or in contradiction with other MFA policies and interventions – and vice versa.

The new Finland Development policy highlights that “In Finland’s partner countries, civil society representatives are urged to interact with Finnish diplomatic missions and to take account of other activities supported with Finnish development cooperation funding and all Finnish development cooperation actors are encouraged to engage in regular exchange of information and interaction. Businesses, NGOs, local authorities and higher education institutions are invited to cooperate more closely and will be supported in these efforts. The aim is to make better use of the actors’ complementary strengths to support sustainable development”. Coordination, complementarity and coherence are assessed at different levels and from different perspectives: at international level, with other actors, among the MOs themselves, within the Disability Partnership Finland and PBS, with other CSOs, other MFA supported interventions and other development partners and disability networks.

### *Coordination at international development partners*

FS is not a member of any international networks. In some countries the POs work with other partners and they coordinate the work with other funding partners.

### *Coordination with other actors in Finland*

FS has participated in some CSO fora in Finland but during the evaluation period no coordination or collaboration with other CSOs has occurred, apart from

cooperation with FIDA international whose project cycle management (PCM) tools FS has applied and modified for its own purposes.

FS has held regular contacts with the MFA desk officer. Information sharing with the Finnish embassies on the other hand has been limited. For instance, in Ethiopia, the Embassy of Finland was not aware of the FS supported project which is implemented in Addis Ababa. Similarly, the field mission to India also suggests that there has been little or no Embassy involvement, and also only one visit from the CSO unit at MFA has taken place in 2012. There has also been limited information exchange within the MFA and it was learned that sector advisers were not well informed about the FS programme and education and health sector interventions.

#### *Internal coordination*

FS is a platform for its Finnish MOs to share information about their work. Some joint workshops for the MOs have been organised but there has been limited coordination and cross-learning across the POs in developing countries. Opportunities exist for joint activities across the MOs. For instance, in the interviews it was learned that the leadership training which has been delivered in the FSPM supported projects could be further elaborated to benefit all partners.

#### *Coordination at national level in programme countries*

There has been very limited coordination between the FS and its projects and other partnership programmes and NGO projects at the country level. This was confirmed both through the document review, interviews with MOs and field mission in Ethiopia and India. The field mission to Ethiopia found that the HTMC project brings together the four local churches (Ethiopian Hiewot Berhan Church, Guenet Church of Ethiopia, Full Gospel Churches of Ethiopia and Meserate Christos Church of Ethiopia) and also cooperates with the University of Addis Ababa. In India, UCCI manages different schools funded by different overseas churches, including Iceland, Norway, USA and N.Ireland, but there has been limited exchange between these different sponsors. Funding of schools is kept separate so that each donor can see exactly what results their support has achieved.

#### *Complementarity*

The FS has no links with other Finnish funding modalities but there are some positive examples of complementarity with local authorities. For instance, the education project in South Sudan supports a private school established by the local community to complement the state school network, which has insufficient capacity to provide school places for all children of school.

FS complements the development cooperation platform as the only CSO of the Swedish-speaking minority in Finland engaged in development cooperation. It provides opportunities to the Swedish-speaking minority to learn about development cooperation. However, its engagement in the broader development dialogue among this community beyond its constituency through its members has been limited.

**FS is a platform for its Finnish MOs to share information about their work**

**There are some positive examples of complementarity with local authorities**

**FS complements the development cooperation platform as the only CSO of the Swedish-speaking minority in Finland engaged in development cooperation**

FS strategy aligns well with MFA's 2012 emphasis as far as education is concerned on advancing the rights of children, particularly girls, combating child labour, and those from minorities

### *Coherence*

The FS education initiatives are in line with the other MFA investments in the sector, through the implementation strategies are not clearly spelled out and aligned with for instance Inclusive Education strategies. FS strategy aligns well with MFA's 2012 emphasis as far as education is concerned on advancing the rights of children, particularly girls, combating child labour, and those from minorities. MFA is also supporting NGO's media production projects. With regards to health projects, raising health awareness is a common theme but MFA is supporting less service provision. Some projects include humanitarian aid elements such as work with the Burundi returnees. But in general the choice of projects and partners is made by MOs following their own grassroots links and historical ties. There is limited explicit or conscious engagement with development initiatives in the education or health field managed by other actors.

## 4.3 Efficiency

### 4.3.1 Results-based management practices

In this section, we assess:

- Has the FS focused its planning on programmatic results?
- Has the FS adequate human resources?
- Has the FS adequate financial management?
- Has the FS applied results-based monitoring, evaluation and reporting?
- Has the FS adequate risk management practices at place?
- Have sufficient resources been allocated to integrating CCOs and human rights into the programmes?

The MFA 2015 guidelines on RBM define the Results Chain Model - referring to inputs, activities, outputs, outcomes and impacts - as the key methodology for RBM (MFA, 2015c), emphasizing also a six step risk management approach. The aim is to shift the management approaches from inputs, activities and processes to actual results and their usage. Although no specific methodology for results-based management (RBM) is imposed by the MFA, the CSOs are expected to have RBM systems with adequate planning, management and M&E. The CSOs have been able to select the RBM method most suitable for their organizational cultures, as long as they fulfil the following the key requirements:

- **Planning** - The CSOs have to produce clear programme-level plans, based on their own strategies and taking into account Finland's development policy and related guidelines. Clear programmatic objectives with indicators are expected to be defined. The Programme Plan is considered as a strategy-level plan that covers the whole period of the programme concerned, while the Annual Plans form the operational level of planning in the process, where funding is provided annually.

- **Management** - The CSOs are expected ensure adequate programme, staff and financial management. The programme management refers to clear management systems based on strategies, planning processes and systems, M&E and reporting systems, and systems for using M&E data in management for learning. Staff management includes elements such as staffing plans, clear job descriptions and organograms, frequent development discussions and continuous staff training. Financial management comprises systems for budgeting, financial management and reporting and auditing.
- **Monitoring and evaluation** - The CSOs need to prepare Annual Reports for the MFA summarizing the lessons learnt from the M&E processes. The reports are expected to highlight results of the work by the CSOs, including their sustainability.

The MFA Risk Management Approach is presented in Box 3.

### Box 3. MFA Risk Management Approach

The risk management approach defined in the RBM guidelines includes the following steps:

- Determine the contextual risks such as global, region / country-level or global / thematic political risks.
- Identify potential programmatic and institutional risks. This includes, for example, programme failure or programme creating adverse impacts in the external environment. Institutional risks are for example related to internal risks of the partner or donor, or operational security and reputational risk issues.
- Estimate the level of likelihood and impact for risks with low/medium/high categories.
- Identify main risks according to their likelihood and impact with focus on risks with high likelihood and high impact.
- Identify risk response measures such as mitigation measures and/or avoidance of risk through reformulation of the programme/project.
- Active risk mitigation strategy during the implementation of interventions, including monitoring of risks and implementation of risk mitigation when necessary.

Source: MFA, 2015c.

### Financial management

FS's financial management capacity is limited and most of FS' financial administration is outsourced to an external consultant. Each MO is in-charge of their own financial administration. FS MOs have fairly straightforward manual systems for management of grants.

The KPMG Audit (KPMG, 2015) observed challenges in the financial administration procedures at both programme and project level. Differences between programme financial reporting, project financial reporting and project accounting were noted. Also, deficiencies were noted in the local partners' financial administration procedures. Misuse of funds has been rigorously monitored and managed. KPMG recommended tighter procurement and financial systems, though

this could inhibit local ownership. After the KPMG review in 2014, FS has tracked PO's expenditure more closely.

Efficiency is not really assessed (cost efficiency assessment). Of the total funds provided, 85% are channelled to POs and about 15% to project management, M&E of FS and MOs. However, further analysis would be needed to assess to what extent the funds available to POs reached the final beneficiaries as the programme also includes significant gaps about of salaries of local staff.

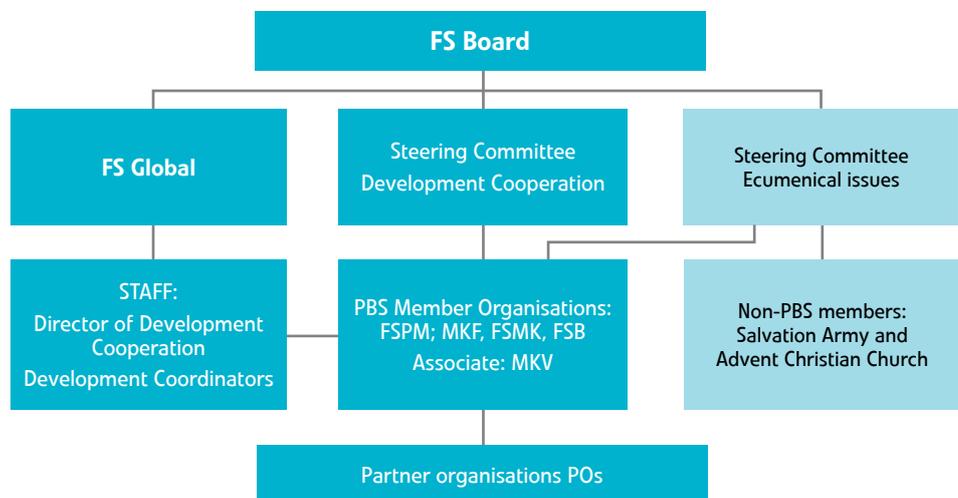
### FS Planning and Decision-Making System

The FS leads the process of formulating the programme while the MOs are responsible for project formulation. In this area, FS strategic guidance is limited although it has produced manuals and organised trainings for the MOs e.g. in project planning. FS works as a mediator between the MOs and their individual projects and the MFA. It compiles and discusses the reports with the MFA desk officer.

The decision-making structure of FS includes the *General Assembly* and FS Board. The General Assembly which is the highest decision making authority of FS approves annual reports, the operational and financial plan and elects the representatives and the chairman of the Board. The *Board of FS* decides on the allocation of MFA funds between the MOs. The Board comprises of 12 representatives and congregates 6-8 times a year. Each MO elects one representative to the Board each year for a two year period. The Board is accountable for the allocation, use and efficiency of the MFA funds. The organogram is presented in Figure 5.

Currently there are two steering Committees: one dedicated to development cooperation and one to evangelical work. The Development Cooperation Committee (BU, Biståndsutskottet) comprises of members of all the six MOs and the staff of FS. These members and the chairman of BU are elected by the Board. BU meets 5-6 times a year and is in charge of the coordination of the MOs development projects and the fulfilment of the obligations of the partnership agreement with the MFA and the communication between FS and MFA. In addition, the BU is responsible for the communication of FS' development cooperation to the general public. BU also coordinates the fundraising of FS.

**Figure 5: Free Church Organogram**



Source: Provided by FS to Evaluation Team

The system for how the MOs manage the development cooperation projects in Finland varies by MO. For instance, according to the KPMG audit report (2015) in MKF the highest decision making authority of MKF is the General Assembly and the Board of MKF has the overall responsibility for the operation and the management of the organisation. This Board approves the total budget for the development cooperation. All other development cooperation matters are handled by the Mission and Development Cooperation Group (BG) that is a subordinated committee of the Board. The KPMG noted that authority and decision making process of the BG's and the Development Coordinator Officer has not officially been validated.

In the FSBM, the Board has three committees engaged in the practical implementation of the projects. The committees are the Africa-, Asia-, and the Media & Education Committee. The committees are involved in the practical implementation and operation of their assigned projects from the planning to reporting stages. In addition, a particular committee member is assigned to monitor each development project and is for instance often taking part in the monitoring trip. The committees do not have decision making authority but are responsible to brief and prepare decisions to the Board. The communication with the projects is coordinated by the staff of FSPM (KPMG, 2015).

### **FS Staffing**

The FS staffing varies from year to year, consisting part-time Development Coordinators (working 20%, 40% and 70% of weekly working time). The Chairman of the Board also worked part time (20%) for FS. Most of FS' financial administration is outsourced to an external consultant (KPMG, 2015).

The FS staff handles the communication and reporting towards the MFA. They compile the reports from the MOs, and this programme report is approved by the BU and the Board. FS staff also provide support services to the members. They organise joint meetings and capacity building to the MOs and have developed project plan and reporting formats and a Project Manual in 2014 to support the projects' planning and implementation. The FS staff use the FS premises in Helsinki, but a big part of the work is done from the distance, from the locations where the staff members work.

### **FS and RBM**

**Defining results** - One of the weaknesses of the FS programme is lack of clearly defined results statements. The MOs decide the project funding but there is limited discussion on individual projects and how they link with the overall programme is not made explicit. The FS also does not have the strategic power and capacity to influence individual projects.

PBS has broadened the perspectives of the MOs in terms of monitoring but the MOs still prefer focusing on their own projects rather than its contribution to the FS programme.

FS has made attempts to establish sector-specific targets and indicators but this programmatic approach has not yet been translated to the project level. Each MO still has their own way of implementing cooperation projects and strong ownership of their projects. MOs see the programme as a funding

One of the weaknesses of the FS programme is lack of clearly defined results statements

There has been improvements in reporting over the evaluation period

modality and there is still space to improve awareness of in communication and shared understanding about the partnership. Implementing a joint development cooperation programme instead of single projects has so far not yet turned to be been a learning process. (Venäläinen et al, 2016).

**Reporting** - The reporting system is complicated and includes several phases. First the POs report to MOs in English, the MOs summarize the project brief in Swedish and then finally FS compiles the report to the MFA in English. This is not an efficient system and it is evident that a lot of information is lost in the process. Also, it is notable that having project briefs in Swedish only does not promote transparency back to the partners and beneficiaries, which is one of the core principles of HRBA. It is notable that the reporting from the MOs (short reports in Swedish) contain an analysis of the problems faced, but this information is not presented or up streamed at programme level. While the partners are in general aware that they are a part of a broader programme, the fact that the programme reports are in Swedish only limits their access to programme level information. This language issue has also been raised in the evaluation reports. (Järvinen et al., 2011; Venäläinen et al., 2016).

The MOs monitor the performance of their projects' through quarterly and annual narrative and financial reporting prepared by the project partners as well as through monitoring visits. The MOs prepare reports to the FS, which compiles them into annual reports which are then submitted to the MFA. FS's participation in monitoring is limited and focuses mainly on two commissioned external evaluations per year (KPMG, 2015). As a result of all this, the role of the FS as a strategic coordinating body has been limited.

There has been improvements in reporting over the evaluation period. One reason for low-quality reporting has been the weak quality of project designs. These designs include poorly specified indicators and a lack of baseline data for the indicators. The project objectives should have been more specific and more reflective of desired impact rather than immediate results (although a part of the problem is explained by the fact that often the projects' focus on infrastructure development). Though the reports followed a template, they could provide more in depth analysis and reflection. The responses fail to give comparative information such as project results in relation to the project objectives, expected impact and sustainability (Järvinen et al., 2011).

**CCOs** - FS has developed a project manual in 2016 to guide project planning and monitoring. This manual makes explicit reference to the CCOs, but less attention is given to the MFA development policy goals. A format for project application and reporting has been developed and is used by the POs. The MOs prepare a short summary of the reports in Swedish.

The project application format has a section where the POs are expected to analyse how the project will address gender and CCOs. Specific gender analyses are not conducted neither for the projects or the POs. Similarly, the programme documentation contains limited analysis on the disability issues and human rights in the given project context.

**HRBA** - Although the work of FS is based on the human rights principles, HRBA have not been explicitly applied - for instance, in general there is limited information on how rights holders and duty bearers have participated in the project preparation, implementation and monitoring. Some evaluations (see e.g. Gustafson, 2014; Venäläinen et al., 2016) noted that the practises of collecting school fees for the Church-owned schools may favour middle class and children of church employees, though also affirmative and pro-poor measures are applied.

### **CSO risk management**

Risk management has been introduced at programme and project level and the FS Development Cooperation Programme 2015-2017 has a section on risk management that describes some of the risks that the MOs need to consider. However, though discussion on risks takes place in the Board and BU and among the MOs, there is little evidence that the realisation of risks is regularly monitored and that relevant mitigation measures to reduce the likelihood or impact of these risk exists. Similarly, both the programme and projects lack analysis and reporting about assumptions which need to hold for the programme to achieve its results

#### **4.3.2 Management of programme-based support by the MFA**

In this section, we assess:

- Has the MFA provided adequate framework and resources for overseeing FS work?
- Has the MFA incentivized and supported results-based management by the FS?

There is a flexible but effective communication system between MFA and FS. Communication with the MFA is managed by the FS Secretariat, while the MOs have limited direct contacts with the MFA. FS and Board members discuss the programme with the MFA Desk Officer in annual consultations to discuss proposals and review the partnership agreement. Reporting and feedback according to MFA have improved in the recent period since the new FS Coordinator has been in place.

From the MFA perspective, there is one CSO Unit staff who has been responsible for FS matters, but she is not full-time on this work, having other projects to manage as well. Nearly all dialogue occurs in Helsinki and MFA has very limited opportunities for meeting the MOs as well as for field visits, with only visit in past three years to Benin in 2014. Nevertheless, MFA has ensured timely funding allocation to the CSO work and expenditure disbursements have matched budgeted allocations.

Regarding PBS, there has been discussion and responses to the FS funding proposals with MFA, but there has been limited in depth discussion on the PBS instrument itself between FS, its members and MFA.

FS has been working continuously on improving their operations to fulfil the MFA's PBS criteria. Some progress has been made. For instance the programme evaluation 2016 (Venäläinen et al., 2016) found improvement in reporting. This

**There is a flexible but effective communication system between MFA and FS**

was also verified in the MFA interviews. However, the evidence so far is that there is still a need to improve results orientation and to ensure that all partners both in Finland and in the partner countries have sufficient capacity to apply it.

FS does worry that MFA is streamlining them into a common ‘one size for all’ approach, which may not be appropriate with an organisation with a diverse set of members and an essentially missionary rather than development background. FS has a long history of trust with its MOs and of allowing flexible approaches. RBM has been introduced fairly recently without sufficient support to FS and its members so they have had difficulty in adjusting to the demands. Nevertheless, the process has had a positive side, as members are having to work more closely to respond to MFA changing rules under PBA. They have had training and positive interaction with MFA on how to prepare for the new 2018–2021 funding cycle.

## 4.4 Effectiveness

### 4.4.1 Achievement of outputs

In this section, we assess:

- Have the FS outputs matched the intended targets?
- Have the FS outputs been of good quality?

In this evaluation, outputs refer to CSO activities such as capacity building, service and goods provision, networking and exchanges as well as advocacy in partner countries and Finland.

#### Achievement of outputs

The Annual Report 2014 compiles the achievements of the programme period 2012–2014. This report indicates that overall, achievements have been made particularly in women participation, in supporting vocational and employment paths of the beneficiaries, in learning outcomes and teacher qualifications.

In the education sector, the following achievements are reported (FS, 2014a; FS, 2015; Venäläinen et al., 2016):

- The target of 50% of women participation has been achieved. The result of women participation has been achieved: 54% of all participants in the training program, training courses were women. In the higher education studied about 366 students, of which 53% were women. In pre-schools and primary schools, around 2,673 children, of which 51% were girls. In other courses and training where nearly 3,000 people participated 57% were women. Data on women with disabilities is not available.
- 200 people with disabilities have participated in seminars and courses (FS, 2014a).
- The targets related to quality of education have been achieved: 81% of teachers in the supported schools are qualified and the national test pass rate for students in supported schools is as high as 97%. However, in the absence of baseline data, the actual change cannot be measured.

Some caution needs to be applied in the interpretation of the reported achievements. Firstly, there are significant data gaps. No information is available about the percentage of person with disabilities enrolled in supported schools. No data is available on the transition to secondary education where the target is 70%. (According to the UNICEF data 2015 net enrolment ration at secondary school is on average 51.6% of students continue to secondary level in Kenya). Similarly, data on primary school completion rate is not available. Secondly, baselines do not exist and thirdly, for some indicators target setting is ambitious and not linked with the national reality. For instance the target of having 10% students in supported schools persons with disabilities is relatively high compared to the international trends and experiences. On the other hand it is noted that in small scale projects targeted to one school it is possible to achieve ambitious targets such as 100% completion rate. Compared to national data, this is achievable as the national data survival rate for the last grade of primary school in Tanzania is 81.4%, and in Kenya 96% (UNICEF, 2015).

The monitoring system for the health projects is weak and does not provide sufficient framework for tracking the outputs or outcomes. This was noted also in the Annual Report 2013 which stated that only a few health projects had reported reliably about the intended targets and indicators (FS, 2014a). The issue is also addressed in the Programme Evaluation (2016) which noted that the data received from two health centre projects (Agla and Godomey in Benin) does not correspond to the objectives and indicators of the FS programme and the data is mostly not adequate and cannot be verified. These centres seek to provide the poor population with health care, but seem to be quite "on their own" and apart from the context of the FS development programme (Venäläinen et al., 2016). The evaluation did not see much special value in MFA financing these projects in the future (apart from the kindness of giving general support to the poorest). Therefore, based on the information available in the documentation it is not possible to assess the effectiveness of the health projects.

The brief summary reports provided by the POs have indicated serious challenges in the implementation of the health project in Benin. It was reported the health centre did not have a qualified doctor from 2014 until January 2016. Therefore the reported number of patients during the year (1624) does not reflect reality because all were not treated, but most received only a consultation at the laboratory. As a result, the centre had a negative reputation. (FS, 2014b). The FS / FSPM was not informed about the situation until the new doctor was employed.

Some positive results of FS contribution are also reported. The health project in Afghanistan implemented by the International Assistance Mission (IAM) has delivered water, sanitation and hygiene courses for health and hygiene in which a total of 1160 participated. With contribution from FS, seven greenhouses, five smaller for families and two larger for some schools have been built with which residents learn to grow nutritious foods that can also be sold on the market. FS support is part of a broader programme which has delivered courses in nutrition and health care in 38 different villages with 1,154 participants, of which 755 were women and 399 men. An evaluation after the courses showed a great increase in awareness and knowledge from previous years. Among other things, pregnancy checks have increased from 10 to 90% in some vil-

**The monitoring system for the health projects is weak and does not provide sufficient framework for tracking the outputs or outcomes**

The projects have delivered their short-term results

lages and vaccinations have increased from 40% or less to between 80-100%. In 2013, statistics on malnutrition were compiled which showed that malnutrition decreased during the year by 50% or more for children under two years in which an effort was made.

With regards to the objective of “Strengthening the local partner organisation with an emphasis and linkage to good accounting of project work and transparency at all levels”, the programme evaluation 2016 found that some POs have got adequate support from their partner MO, but in most cases this was limited to receiving formats for project planning and reporting to the MFA. Little support, such as substantial and thematic guidance for instance on gender and Inclusive Education approaches, as well as dialogue or capacity development through trainings and seminars has been provided to MOs and POs. Capacity assessments have not been conducted in the beginning of the cooperation, and no updates have been undertaken during the long partnerships.

**As a conclusion, due to the objectives setting which focuses on outputs only, it can be concluded that in the education sector, the projects have delivered their short-term results.** The HMTTC project has set up a training centre in Addis Ababa, with necessary facilities and equipment for two small studios, one for audio and other for video recording along with the classroom and library. Centre has a library with 150 books. Although the library is small, it has various important and recent media books, which were published after year of 2000. Altogether 21 graduates have graduated. The first batch of eight students started the six-month study in September 2015 and they graduated in March 2016. They were three female and five male students. The second batch started in June 1, 2016 and they graduated in January 2017. They are thirteen students, five female and eight male. According to the feedback from the graduates, the course has been of good quality, the trainers have been excellent and the approach of having 60% of practical's and 40% theory was appreciated.

Similarly, the Habari Maalum college has established necessary facilities for its operations. It is reported that the student - teacher ratio in FS supported schools is generally lower than national standards, and it is also reported that the proportion of qualified teachers in the FS supported schools is higher than national standards. However, there is little evidence on the outcomes and contribution of the project for instance towards learning outcomes or transition rates.

The reviewed evaluation reports also point out some challenges and gaps in the results achievements. The 2016 programme evaluation of HMC suggest (also confirmed by programme reporting) that the capacity of constructed schools is underutilised. Currently, the HMC has 86 students while the enrolment capacity is 150. The school needs more students to ensure that the running costs of the school can be covered by tuition fees. Also enrolment to the Leadership and Management courses provided by the HMC is lower than expected and KPMG made a recommendation for the College to reconsider whether they can provide Leadership and Management courses when so few students attend these courses (KPMG, 2015). Similarly, it is reported (FS, 2013) that the UCCI school project in India has achieved its goals, but after the new classroom building was completed, they have not received as many pupils as they could accommodate. This

was confirmed in the field visit, where this year there only 310 students against a capacity of 1,000.

Some of the projects do not always address the intended beneficiaries. For instance the Mid Term Evaluation of the Project Addressing Problems Affecting Child-headed Households (PAPACH) in Zambia (Mustonen, 2014) found that most of the beneficiary households are not child or youth lead but they are led by single parents or grandparents who may be vulnerable themselves. The evaluation also concluded that the term 'orphans and vulnerable children' has been used to encompass also the youth, who are sponsored for their vocational training studies, even though they do not belong to the original target group.

#### 4.4.2 Achievement of outcomes

In this evaluation, outcomes refer to CSO achievements such as strengthened capacity for example in terms of skills, financing and organizational strength, access to quality services, increased awareness or improved legislation.

In this section, we assess:

- Has FS development co-operation work yielded intended outcomes?
- Have FS outcomes been significant and have there been unintended outcomes?

According to the Annual Report 2014, the target of at least 50% of participants receiving a job or better living standards after completing education has been achieved: 59% of course participants have found a job or have set up their own business. Approximately 80% of the graduates of the Word of Faith Community College in Kenya are employed or self-employed, and 97% of the students that participated in national samples passed the tests. (FS, 2014a). The Annual Report 2016 indicates that the target of 75% of HTMC of graduates being employed or engaged in media production is nearly achieved. Some graduates are still in a process for establishing their pathways. This achievement was evidenced by the field visit to Ethiopia: most graduates stated that they continue media production either in private stations or as entrepreneurs. Some graduates are working in religious media. Some have started their own production and recording studios and they are getting income after they graduated from HTTC (one graduate who has made income by recording weddings was introduced and his visiting card is an indication that he plans to get into business). Similarly, the evaluation of the HMC -project found that the graduates are now working for different media companies, Tanzania Broadcasting Company, at media school in Mwanza and also at media houses abroad (Björnberg-Michelson, 2016b).

It is reported that in all schools supported through the PBS modality, the students have good learning outcomes. However, in the absence of baseline data it is difficult to assess the actual change to which the projects have contributed. It is also noted that the realisation of inclusive education should be measured also through quality measures, e.g. schools readiness and capacity to respond to the different support needs, school attendance, transition and learning outcomes and also social inclusion.

It is reported that in all schools supported through the PBS modality, the students have good learning outcomes

Beyond the evidence available in Annual Reports, past project evaluations tend to show largely anecdotal evidence on changes in the beneficiaries' lives. Table 6 illustrates the largely qualitative and case study evidence available from six past project evaluations commissioned by FS or its members. More robust evidence is hard to find where with and without analysis is available or before and after changes can be determined through careful comparison over time. It is, however, notable that a programme evaluation which was conducted in 2016 included three field reports which were also used as a reference for this evaluation.

**Table 6: Coverage of Outputs and Outcomes by Evaluations and Reviews Conducted for FS projects**

Project	Outputs and activities	Outcome measurement	Other comments
Zambia PAPACH MTR review 2014	Yes reported	Case reports	No baseline Weak or ill define indicators
Seeds of Hope MTR 2014	'Clear objectives and output targets are virtually non-existent in project documents'	Qualitative judgements from parents on impact No original specific targets and unable to compare planned and actual	
Final evaluation of the Free Evangelical Church of Finland's work in Ecuador (1977-2011) 2013	'The formulated objectives are in several projects at output level, and there is an absence of objectives at outcome and impact level.'  But results were achieved at output level in water, health, agriculture	Missing links between outputs and outcomes and goals  Mixed results recorded from reports (good with health education but poor in agriculture and forestry)	Outcome-based evaluation covering 34 years
Kiambu College Kenya (2005-10) End evaluation 2011	Poor indicators  'The reports were shallow and failed to give comparative information such as project results in relation to the project objectives, expected impact and sustainability'  'The project falls short in mainstreaming gender, the marginalized, disability, HIV and AIDS and environment issues'	The number of students completing the courses was not indicated. Only those who formally graduated were recorded as having completed. This gave an inaccurate figure showing fewer students than those that actually had enrolled.  But clear benefits in terms of vocational training courses have been delivered.	At this stage about 70% of the project infrastructure has been completed and the college has been in existence for three years. Therefore, it is too early to gauge any long-term impact. Overall, due to lack of monitoring systems in the project plan, observing impact at the larger community, whether short or long-term, is difficult.  Empowerment a benefit thru hands off management
Nyamahanga Teachers' College, Mid-term review (2009-2014) 2013, Tanzania	Outputs clearly recorded against plans	Good effectiveness achieved 1,000 teachers to be trained in the College. 862 so far, 33% female  But qualitative evidence on impact only	Good mgt. but still dependent on Finnish support to continue expansion, though operating costs covered by fees
Capacity Building for Women in Rio Brazil (2007-2010) Final Evaluation 2010	Weak evaluation – no detailed data or indicators		Very qualitative

Source: Prepared by Evaluation Team

Some very positive outcomes noted. For instance, through the support to the Kibereli project in Kenya for the visually impaired, it was reported that 6 training participants have built small houses for their families and 9 have started small businesses or agriculture and animal husbandry. Many have begun to take better care of their health and their finances, and some have put their children in school and participated in national elections by voting and as candidates. (Björnberg-Michelsson, 2016c).

An important outcome which is not often reported is that in some instances the education programmes have contributed to the quality of education in the supported schools by introducing and encouraging use of new practice-oriented ways of teaching and learning. This was verified from the graduates of the HTMC who acknowledged the course approach of combining practical work with theory. They, as well as the interviewees from the University of Addis Ababa and National Broadcasting service, confirmed that this seldom happens in other trainings. Also the programme evaluation mission (Björnberg-Michelsson, 2016b) found that the New Life Academy uses more advanced teaching and material and better equipment. It also supports physical discipline only at minimal level, contrary to common practice in the country. These are positive examples but elsewhere it is unusual to find innovative methods being introduced - the UCCI school in India for example did not offer any new educational approaches, and misses opportunities to develop environmental and science programmes in its large underused compound.

### **4.4.3 Contribution to outcomes**

In this section, we assess:

- How well can the FS outputs be linked to outcomes?
- How well the outcomes can be attributed to FS and the PBS?

#### **Attribution/contribution of projects**

Effectiveness in terms of reaching higher level outcomes/results or objectives is difficult to measure as most projects do not have clear indicators or reporting. In small scale projects such as supporting individual schools it would be possible to verify the contribution of the FS supported programme but this would require robust baseline and possible comparison with national or regional data. This is not done.

The FS has provided the MOs with some support such as project manuals to be used for project planning and reporting. KPMG (KPMG, 2015) noted that the manual had not been fully taken into use. This was still the case in e.g. in Ethiopia, where the project director was aware of the manual but could not specify how it is used in project management.

Financial management has become unified as a result of the PBS, and assistance in financial management provided by the FS is highly appreciated by all member organizations. Compared to other partners, some POs consider that FS is a demanding partner, requiring significant paper work.

During the evaluation period, the PBS support has been largely a combination of a set of individual projects, which has not yet resulted in significant

increases in effectiveness. The programme documentation does not elaborate what synergy benefits have been sought for and what benefits this approach has brought in, and there are only very limited signs of synergies between the PBS projects.

It is questionable, whether this support will eventually lead to sufficient capacity among MOs and POs for them to be able to obtain additional funding. There is very limited, if any, cooperation between the supported partners, and the possibility to “pool” benefits of PBS support is not maximized.

### **Influence of specific country contexts in outcomes**

The programme implementation environment differs by country. In Ethiopia, the CSO law of 2009 strictly regulates funding to CSOs. This has not fully affected the FS partner as it has been granted a mandate to deliver communication and leadership training as a faith-based organisation. The final evaluation of the FS and MKF in Ecuador (Palm, 2013) noted that significant changes have occurred in the national economy during the period of cooperation during 1977-2011 and as a result the government has taken over some of the activities promoted by the project. However, this evaluation did not give details on those activities.

In Afghanistan, security was tightened in 2014 as a result of two of the employees to the FS partner in country being killed. In South Sudan the supported school has been able to function relatively normally despite the internal conflict that began in December 2013. There are also local conflicts between villages, which both have led to violence, deaths and a large number of internal refugees in the country (FS, 2014a). In South Sudan officially land ownership for school plots remains unresolved because of the general situation in the country. The village community and local authorities have not agreed on the distribution of income of the land title. In India, the role of the state government in Telangana State in increasing funding to government schools has had a serious negative result on the UCCI Bethania school in the past year. The school enrolment fell from over 600 to 300 as parents opted to send their children to free state schools where funding support had risen. This has reduced the delivery of quality teaching to disadvantaged children, and girls especially suffered with the proportion of girls attending school falling from 70% to 45% from 2013-2015. More widely a question was raised during the field visit about whether UCCI are using all available state funding resources for their private schools. Under the Education Reform Act in India (2009), all children are guaranteed primary and secondary education rights, and that in particular it requires all private schools (except the minority institutions) to reserve 25 % of seats for the poor and other categories of children (to be reimbursed by the state as part of the public-private partnership plan).

## 4.5 Impact

In this section, we assess:

- How well can the FS development co-operation outcomes be linked to a wider impact?

In this evaluation, impact refers to the CSO contribution or hindrance to wider development, for example, in terms of reduced poverty and better living conditions, sustainable development, human development in terms of improved health or skills, vibrant civil society, changed attitudes, enhanced democracy as well as improved human rights and security situation.

It is evident that the programmatic approach has contributed to increased attention by FS and its members to monitoring and improved reporting. But it is not feasible to attribute the many positive project-level outputs and outcomes reported in Chapter 4.4 to any broader collective impact resulting from the entire project portfolio. As indicated earlier in this report, the MOs so far consider the programmatic approach mainly as an administrative measure rather than as a means of improving effectiveness, impact or internal coherence of the interventions.

The programme overall goals are set based on the shared values of the MOs, “transformed communities and individuals”, and then theoretically linked with the Finnish development cooperation policy principles of poverty reduction, human rights, environmental sustainability. So far, the higher impact level of “transformed communities and individuals” has not been translated into results language with clear targets and indicators. So, it is not possible to assess impacts and there is little evidence on the broader impact on poverty and better living conditions, human development in terms of improved health or skills, vibrant civil society, changes attitudes, enhanced democracy as well as improved human rights. In addition, it is difficult to assess the links between specific outputs with outcomes because of weak outcome statements. The lack of a programme level framework during the evaluation period makes it also difficult to verify the internal logic, and the linkage between the very small interventions and the grand ambitions to reduce poverty remains weak. The recently developed FS results chain does now show this pathway but further work is needed to elaborate it further to show how the educational and health outcomes can link with broader impacts.

Because of the lack of clear contribution chain from the projects to the impact level, it is difficult to verify whether the projects or programmes have made a true impact on the long-term objectives of poverty reduction, sustainable environment and democratic decision-making. The documents reviewed do not contain information about whether the projects have impacted on the position or competencies of the POs in their communities.

On the other hand, anecdotal and qualitative evidence of good results or impact is found in many cases at individual and family level. Documentary evidence and field mission interviews show that project activities have strengthened self-esteem and contributed to the health and wellbeing of the individual beneficiaries. The field report of the programme evaluation (Björnberg-Mickelsson,

**The programmatic approach has contributed to increased attention by FS and its members to monitoring and improved reporting**

**The higher impact level of “transformed communities and individuals” has not been translated into results language with clear targets and indicators**

2016c) found that projects such as Kibereli project have supported persons with disabilities to become more empowered and active members in their communities. Such projects have also contributed to enhanced public awareness on disability issues and succeeded to empower youth and children on their educational pathway.

The FS reports also mention unintended positive impacts. For instance, the annual report 2013 indicates that as a result of close cooperation with the local authorities the Thai authorities have established special education centres and hired special education teachers in three of the seven districts of Mae Hong Son Province using FSB supported Community-based Rehabilitation Centre as a model (FS, 2013). This was also confirmed in the programme evaluation (Venäläinen et al., 2016).

Potential for broader impact exist. For instance, the media projects can make a difference in people's thinking, knowledge and skills in various areas. The expertise of media production could be engaged to promoting "media literacy" which is becoming a basic citizens' skill to analyse the social media. Youth in developing countries need to know how media can influence their thinking and actions. The educational practises such as practise oriented skills and means for reducing physical punishment in schools could be disseminated more widely. All this means that the projects and MOs together with their partners should step outside the box and work more closely with their stakeholders towards a jointly agreed goal.

## 4.6 Sustainability

In this evaluation, we consider economic, socio-cultural, environmental, institutional and financial, aspects of sustainability. In this section, we assess:

- How sustainable the FS outcomes have been or are likely to be?
- Has the FS ensured partner ownership of its work?
- Have the FS practices fostered financial sustainability?
- Have the FS ensured exit strategies for their partners?

Both document review and interviews verify that sustainability is a concern. Most partners and grantees do not have other funding sources. There has been limited focus on partner capacity development which may limit institutional sustainability. The FS guidance manual does not provide specific guidance on how sustainability should be addressed at different stages of the project/programme implementation. As a result, the projects implemented under the programme do not have explicit exit strategies at place.

There are nevertheless positive examples of sustainability. For instance, the final evaluation of MKF Ecuador support (Palm, 2013) noted that many of the activities MKF have conducted in Ecuador have been taken over by the authorities as state resources have increased. Also, the agriculture project in Cambodia which was closed in 2012 was taken over by a Swiss organisation and according to the interviews is well maintained. In Thailand, the Centre for the Development of People with Disabilities (CDPD) officially has become a service cen-

tre for four municipalities under the Department of Social Development and Human Security. This enables the CDPD to provide training, information, issue referrals, provide advice, support and some direct services on behalf of the authorities. As a service centre, CDPD can receive government funding according to the service provided. The last phase of the support is a phasing-out project, when the project partner will work more closely with the Thai authorities to ensure that services are accessible to all (FS, 2015).

Sustainability planning of development of exit strategies has not been a standard measure for the MOs and POs in other cases. The Mid Term Evaluation of the PAPACH-project in Zambia (Mustonen, 2014) noted that sustainability should have been discussed between the partners already at the planning phase and closer cooperation with the national authority: Technical Education, Vocational and Entrepreneurship Training Authority would have supported the sustainability of the vocational training projects. Similarly, the Mid Term Review of the Nyamahanga Teachers' College in Tanzania (Gustafson, 2013) found that the exit reality has not been sufficiently discussed and processed with the partners. This would have needed more process and clearer communication. KPMG also noted that sustainability of the Nyamahanga Teacher's College, the New Life Academy and the HMCHabari depends on their ability to collect sufficient fees to cover their running costs (KPMG, 2015).

### **Financial sustainability**

Currently all programme costs are covered by the MFA. FS has not searched for other funding sources to complement MFA and the limited self-financing. Programme documentation also does not include information that would show the funding sources of the partnering organizations (both MOs and POs). The dependency on the MFA funding is therefore a significant risk for sustainability.

At the same time, some POs have introduced various fund-raising actions such as renting wedding dresses, hiring cars, and renting premises. The MTR of PAPACH in Zambia found that this project had made two business plans, including one for a commercial farm, but also observed that the business plans need to be much more tied to the reality and have more realistic calculations (Mustonen, 2014). The KPMG Audit 2015 also noted that fundraising activities may direct projects away from their original purpose. For instance the HMC in Tanzania hires their facilities to seminars and other venues arranged by faith-based organisations to cover running costs of HMC. The audit noted that there was a risk that the facilities will be mostly used for just faith-based activities in the future, which is not in accordance with the original agreement which entails that the purpose of infrastructure build with Finnish support should not be changed.

The projects also try to raise funds for the operations for instance through tuition fees. On the other hand, many of the projects include activities such as student scholarships which require external funding. Using the project funds to subsidise the tuition fees students will generate a financing gap after the project funding comes to its end (Gustafson, 2014). For instance, a clear challenge to HMC is how to recruit more paying students, as the whole financial base of

Some POs have introduced various fund-raising actions

The FS programme has paid less attention to building the capacity of its partners with a view to ensuring the sustainable operation of the project after FS funding ends

the school depends on that. This is also the case for UCCI, India as noted earlier in Chapter 5.4.3.

The programme evaluation in 2016 considered that some partner organisations may have become accustomed to receiving external funds and have not even begun sketching up new ideas for fundraising and plans for their own sustainability. The MTR of Nyamahanga Teachers' training college also noted that one concern is the fact that 'the project budget' appears to be seen as the responsibility of Finland rather than the local board, which has a tendency not to take ownership. *"Decades of Scandinavian support can easily create dependency and an attitude that the Scandinavian partners will take care of things"* (Gustafson, 2013).

### **Institutional sustainability**

In the partner countries, the FS support has been used both for establishing new institutions and strengthening the existing ones. In Ethiopia, FS has supported establishment of a new media training centre. Similarly, in Guyana and Surinam support has been given to establishment of social centres. In Tanzania and India, FS has strengthened the infrastructure of educational institutions by building classrooms and dormitories. In Peru the FS has supported hospitals.

The Community Health and Agricultural Development in Cambodia managed by FSMK was noted as an example where capacity building of its local church partners was a strong and successful element of its work (FS, 2015). MKF's Full Gospel Fellowship in Guyana and Suriname also conducted training in report writing, project proposals, financial reporting, record keeping and M&E of projects in the selected areas and new areas.

The FS programme has paid less attention to building the capacity of its partners with a view to ensuring the sustainable operation of the project after FS funding ends. FS has nevertheless delivered a range of leadership courses in Benin, Burundi, Ethiopia, India, Tanzania and elsewhere, which are intended to strengthen the confidence, advocacy and management skills, and has undertaken frequent monitoring visits. While feedback reports indicate positive effects (e.g. Annual Report Leadership Capacity Building, 2014), the longer-term results of these courses are yet to be measurable.

While some projects are well rooted in the local environment and cooperation with local authorities exist, there are still unrealistic expectations that local authorities would take over the institutions established or key activities which would be needed to maintain the achievements. An example of impacts of the policy changes can be found in Zimbabwe where the project supporting HIV/AIDS orphans in Zimbabwe was closed because the Government decided to move towards a community-based approach rather than supporting institutional care. In Brazil, it has been a challenge to creating a viable transition for the employees of the project in Brazil at the end of the project, given that the employees have been financially dependent on the project. In India, as noted above, local state funding can fluctuate and affect the ability of private schools to attract students, and equally national legislation can affect the level of government subsidies that may be available to private schools providing recognised primary and secondary education.

# 5 CONCLUSIONS

## 5.1 Validity of the Theory of Change Assumptions

### 5.1.1 From inputs to outputs

In this section, we assess the validity of the following key assumptions of the generic TOC related to how resources for CSO development co-operation link to outputs:

**A6** *MFA's long-term programme partnership with FS, based on mutually agreed objectives, is able to deliver support to CSOs in developing countries and reach the grassroots, including the vulnerable and socially excluded.* (This assumption is implicit in the precedence MFA gives to its PBS 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 and requires continuing space and support for CSOs).

FS has focused on long-term historical partnerships and this has delivered at grassroots level. The increased reliability of medium-term PBS support has allowed FS to maintain its relationships with POs, to build on long standing partnerships and to reach the vulnerable to a greater degree in the past five years. Yet there has also been uncertainty in MFA funding (not just with PBS), which has curtailed this effect in the past two years. It is also not so clear that the level of engagement in many cases has changed markedly compared to the pre-PBS era. Many partners have enjoyed consistent support for more than 10 years from FS. The assumption is also not so well tested in FS case because the notion that this engagement leads to broader strengthening of civil society is not always an explicit and measured outcome in many FS projects.

**A7** *FS develops their strategic direction in collaboration with their Finnish constituency, networks of international partners, including the philosophy, brand, or operational platforms, and in this way complement Finland's bilateral, multilateral and private sector work.*

The FS MOs have solid networks and memberships that underpin strategy. Philosophy is inherent and branding less important. Complementarity is on the whole limited and so this assumption is not easily tested by the FS model. While the FS member church constituencies are well connected, there is limited evidence of engagement with wider networks either with other international CSOs, Finnish embassies or other development actors or the private sector.

### 5.1.2 From outputs to short-term outcomes

In this section, we assess the validity of the following key assumptions of the generic TOC related to how the outputs of CSO development co-operation link to short-term outcomes:

**A3** *Civil societies in developing countries have the required operational, civic and cultural space to exercise their influence after receiving external support.*

In education and health there are possibilities for local CSOs to operate and exercise influence in these sectors especially at local level, so this assumption holds true. Many of FS projects are operating on a service delivery ‘role model’ approach that achieves influence by providing services of a higher standard than generally available or by extending services to the marginalised. But they are still working within the norms and parameters of the state authorities. This affords them space to operate since they are seeking to complement and not challenge the status quo or push for more systemic reforms in either education or health fields, which then might cause a negative response from the state.

**A4** *A continued and supportive partnership between Finnish CSOs and CSOs in partner countries strengthens national CSOs’ identification and ownership of the same values.*

Since FS MOs are flexible and non-directive this permits such a strengthening to occur. Local ownership appears strong in many FS projects, and especially where the partnership has been long-term.

**A5** *CSOs can use their knowledge of and linkages with the grassroots to raise awareness of and educate the Finnish public about development cooperation.*

This assumption holds. FS members are able to actively engage with their local Swedish-speaking congregations in Finland. There is close interaction between these constituencies and the grassroots partners in the South. The limitation is that there is less broad dissemination of these development experiences across the wider Finnish public for language reasons, since much the FS material is in Swedish. Also, broader dissemination within the Swedish-speaking community in Finland has not taken place yet.

### 5.1.3 From short-term to long-term outcomes

In this section, we assess the validity of the following key assumptions of the generic TOC linked to long-term outcomes:

**A1** *Sustainable and equitable development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, where respective duties and roles are mutually understood, and even used to achieve more positive impact than would have been possible without this cooperation.*

Difficult to test this assumption because of limited evidence of cooperation between state, private sector on the one hand and the FS and its partners on the other. But FS projects are recognised by local authorities, even if most are run independently. Thus at the local level, each FS project has its recognised partners who in turn work with other actors in a mutually understood manner.

**A2** *A strong, pluralistic civil society which demonstrates an active respect for human rights and inclusive values is a key contributor to improved citizen participation, greater government responsiveness and more inclusive service delivery.*

Through targeted education, the role of citizens should be strengthened. There are some examples that show how FS support led to greater citizen participation, government responsiveness and more inclusive service delivery. The media programmes for example can contribute to citizen participation, greater government responsiveness and realisation of human rights.

## 5.2 Conclusions

FS as part of CSO3 presents a very different example of PBS support compared to the other CSO3 entities. While it has a long tradition of development cooperation and partnering with MFA, it brings unusual features within the scope of this evaluation.

Through its MOs and POs, FS has reached a significant number of beneficiaries and managed to strengthen its partners in service delivery in the education and health sectors. However, based on the information available, it is difficult to assess to what extent the PBS has supported the capacities of the POs as important members of the civil society.

FS works on the basis of historical and religious association as well as personal linkages with partners in developing countries. Despite this extensive experience, its exposure to what may be called mainstream development thinking and practice has been more limited compared to other more overtly development-minded Finnish NGOs. Its strategy is partly context-blind and this limits how appropriate the support is, how external assumptions and risks hold true, and likely the level of sustainability.

FS is not a member of other international networks and has very little co-funding or collaboration with other Finnish CSOs. There are also few links with other Finnish funding modalities, although its outreach to Swedish speaking Finns complements MFA's mandate to engage with the Finnish population as a whole.

Given that FS has less experience of development methods and tools than others, it has done quite well in adopting a PBS approach by pulling its disparate projects together and seeking to build a coherent programme whole. This is work in progress however. More work needs to be done to improve results setting and indicators in project proposals to make result measurement and aggregation possible. Without more solid monitoring frameworks and evaluation results FS will not measure aggregate effectiveness or impact, and the contribution of its MOs to any observed changes at these levels.

The programme portfolio is fragmented, and no initiatives to pooling support across the MOs for example have been made. Projects are mainly based on MOs contacts and partnerships not on how to achieve joint targets for all MOs. More comprehensive situation and needs analysis in the partner countries would provide a sounder basis for such a programme. Such analysis could provide a platform for learning for both the MOs and their POs.

On the other hand, MFA has only provided limited support on PBS and RBM (or funded others to provide this), and FS would benefit from more strategic engagement and practical guidance on implementing these and other recent policies such as HRBA. In addition, the MOs and their POs do not have sufficient capacities and tools for properly assessing and tackling the cross-cutting objectives such as those related to environment and gender.

Sustainability remains a major challenge for FS, who rely in most cases entirely on MFA resources (though FSPM is something of an exception with some internal resources to continue supporting some of its projects). Too little attention has been paid to the risks involved to FS investments as and when funding comes to an end, few exit strategies are prepared and there are too few examples of successful handover. However, because of the common value base and history, it is likely that most of the partnerships would continue even with lower profile if the PBS funding were to discontinue.

FS has not acted as an innovator demonstrating how grassroots support can introduce more appropriate modern methods or tools especially in education. There should have been greater attention to developing best-practice, affordable models of educational methods or systems that then could be replicated by others, so increasing impact on the sector.

In the same way, the achievements and lessons from many years of valuable grassroots support have not been used as much as they could have been to build awareness. This is partly because of weak project designs which do not define clear targets and indicators, resulting to poor quality reports. Project evaluations often have not captured achievements in a robust way, although there are some exceptions. Learning is also hampered because of the difficulty of drawing together findings from so many disparate project experiences in many different settings.

There are challenges to adopting PBS for FS, and the current organisational constraints faced by FS, with its limited staffing, are likely to limit how far FS can go in adopting this instrument. Nevertheless, the programmatic approach and PBS has contributed to an increased attention to monitoring and accountability, and to some extent, to improved outcome reporting. It has also provided the MOs a platform for sharing information and experiences, but so far it has not served as a common ground for programme planning. Until this happens, FS will face huge challenges in aggregating outputs and outcomes for the entire project portfolio because of the variation in indicators, baselines and other missing elements in the M&E framework.

# 6 LESSONS LEARNED

## 6.1 Strategic programme-based choices

In this section, we consider what wider lessons MFA, FS and other CSOs may draw from the experience arising from FS' adoption of PBS in terms of strategic alignment.

- What lessons arise around the alignment when using PBS?
- What lessons arise around complementarity, co-ordination and coherence when using PBS?

The first lesson related to the use of PBS in FS case is that constructing a holistic, results-based programme from ongoing, predetermined projects administered by a group of independent church organisations is challenging. This is especially so when FS is acting essentially as an umbrella for its members, with limited influence over the direction and choices that each MO makes. The MOs operate with a marked degree of flexibility and independence, and this makes it especially difficult to introduce in a short space of time a set a standard of procedures, especially around RBM. Moreover, FS members are unlike other CSOs who operate as full-time development institutions with a dedicated constitution and strategy devoted to development cooperation. FS and its MOs provide a considerable portion of their work in the form of part-time and voluntary effort. It has therefore taken longer for them to adjust to the PBS approaches and RBM tools and requirements, and to assemble a broad programme strategy that collectively represents and measures the totality of the members' separate portfolio of development work.

## 6.2 Programme implementation and results performance

In this section we consider what wider lessons MFA and other CSOs may draw from FS's experience of managing and delivering using a PBS:

Programmatic approach can be promoted through various means, for instance:

- developing programme framework jointly with partners
- developing programme level monitoring frameworks which will aggregate essential data from project level
- developing strategic guidance for programme implementation and specific sectors
- promoting thematic cooperation across projects; and geographical cooperation
- through use of common tools and quality assurance

PBS can promote effectiveness only in an environment when everybody is aware and committed to the programme level results and has capacities to design interventions which contribute to those. In a programme where projects are “retrofitted” under a common programme umbrella, this requires development of sound monitoring systems and seeking synergies across the projects and their thematic focus areas.

- What lessons arise around the management of PBS and use of RBM?
- What lessons arise around effectiveness when using PBS?

As already noted, the FS experience of implementing PBS highlights the difficulty of introducing a new fairly demanding management system for MFA funding with a partner that has limited resources and experience in working with such tools. MOs feel challenged by the demands of PBS and are concerned that their partners commitment and involvement is not reduced by the additional rules and reporting requirements.

While there have been attempts to combine projects into a portfolio there has not yet been a significant change in terms of building greater effectiveness or measuring results at the higher level. MOs instead feel that they have been retro-fitting their projects into a programmatic structure, and it has not been possible to adjust indicators or collect suitable baseline data. MOs are working in a wide array of contexts and partners - some very large as in Burundi (over 1 million members), while others very small - which makes it hard to establish commonalities.

Nevertheless it has been the case that the MO portfolio and choice of countries has become more focused, and FS is gradually introducing RBM tools in a flexible way that it believes local partners can understand.

### 6.3 Cross-cutting objectives and HRBA

In this section, we focus on drawing wider lessons related to CCOs and HRBA:

Without sound gender analysis that looks at the roles and obstacles to equal access to services such as education it is not possible to fully integrate gender into FS projects. Where concrete examples on gender mainstreaming exist, these could offer examples for sharing with the MOs and POs.

Addressing disability issues also requires an analysis on the bottlenecks and challenges they face. The Convention on Rights for Persons with Disabilities calls for change in the mind set of moving from medically determined disability concept to social concept, which sees disability as a relation between person’s capabilities in a given environment. This calls for more holistic approach to inclusive development.

Inequalities exist not only between people but also between groups of people and regions in the given country. Without a sound analysis of inequality and its relation to poverty levels, making sound choices about which partners and target groups should receive priority for the use of FS funding is not possible. Such an approach would also allow FS programme planning to ensure that measure are in place not to generate discrimination between people, groups of people and regions.

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Applying HRBA requires that a basic human rights analysis in the given country and sector context is conducted and that both duty bearers and rights holders are identified as part of the stakeholder analysis and relevant targets for building capacities of both are identified. Participation at all levels of programme and project cycle should be promoted including accountability to rights holders and duty bearers. This requires internal communication.

# 7 RECOMMENDATIONS

## 7.1 Recommendations for FS

### Strategy

1. FS should develop a long-term strategy with clear thematic areas, building on FS comparative advantages, and that emphasises their grassroots linkages in fewer, selected countries and with carefully chosen partners. This strategy would then inform the 2018–2021 four year programme plan being prepared currently for MFA support. The MOs choice of country and partner should be underpinned by a more thorough analysis of the context, and would enable FS to provide a careful rationale for the investments proposed, and how these would complement other actors and development support in the locality.
2. MOs should continue to evolve their country, theme and partner choices so as to reflect a clear strategic direction that is better aligned and aims to have more measurable results by the end of the 2018–2021 plan period.

### Efficiency

3. Identify a number of standard cost-efficiency indicators and work with MOs and POs to monitor these. Such indicators should focus on the costs of delivering the funds, the results achieved per beneficiary and the ratio of overhead costs to total spend. A risk management process should be more embedded in the programme cycle and strengthen FS Secretariat's role and capacity so that it can take a more strategic role in guiding the programme.

### Effectiveness

4. Develop further the small set of joint output and outcome indicators in the current results chain, and build capacity in MOs and POs to capture and report on these. The 2018–2021 programme should contain monitoring frameworks that demonstrate how not just activities and outputs but also outcomes will be captured and reported on by the end of the four year 2018–21 period.
5. Increasing technical innovation in education: To build towards more effective replicable outcomes in education and to have wider impact as well, it is vital that FS endeavours to design and promote more innovative educational models or pedagogic approaches. It should not simply build schools that deliver education in the same way as before, but it should seeks to introduce new ideas that take advantage of latest educational thinking and methods that can work affordably in a grassroots setting. There are several innovative approaches for instance in Finland, which could be taken forward to the schools and take advantage of new tools such as internet-based teaching, self-tuition, and using Finnish model experiences that have potential in the

developing countries. By supporting such new ideas, the potential for reaching a wider population of teachers and students in and beyond the project locations is great. It means that the MFA funds so invested can have a potentially much larger replication.

## **Impact**

6. FS should establish a quality assurance system for evaluations and ensure that sound baselines are available. The quality assurance system should include good terms of references and sufficient funding for evaluations as well as management response. FS should undertake comparative evaluation across different MOs or POs to make such studies more useful as cross-learning exercises. Encourage POs to track past beneficiaries after leaving the project to assess longer-term outcomes.

## **Sustainability**

7. More explicit documentation of exit strategies is required for all ongoing and new projects presented in the 2018-2021 programme. This would detail how the PO or the host government or other implementing actor would take over the operation of educational facility, following the FS support. The scenarios would require possible financial forecasts and risks management measures to show how the FS investment would be gradually replaced by local resources.

Guidance to POs on this issue should be improved. All partners need to have necessary capacities to develop such plans and implement them. FS should support the POs in development such plans and follow-up and monitor that those plans are developed and implemented.

MOs should build networks and partnerships with other development actors (whether faith-based or other) working in the chosen sector or thematic area, as well as seeking more co-funding arrangements. This will help both to build the sustainability of projects as well as increase learning.

## **Cross cutting objectives**

8. Since gender balance is a key FS objective, a more systematic gender analysis will be required to assess e.g. the constraints to education access for girls from social, cultural and economic perspectives. Equally, opportunities to improve environmental mainstreaming should be sought. FS should therefore provide better guidance as well as build the capacities of the MOs and POs to undertake analysis to explore CCO issues during design, ensure there are indicators to capture how well they are then addressed in implementation.

## **Communication**

FS to include a communication strategy in its 2018-21 plan. The FS should ensure that all POs and interested parties have access to the programme level plans and reports e.g. online. Informing the POs about the programme as a whole and providing feedback mechanisms to the POs would help them to position themselves better in the development platform and could improve

the results orientation of their reporting. This would entail changing the reporting language in English. Also, south to south cooperation and peer-learning should be promoted.

Being the only Swedish-speaking PBS recipient in Finland, FS should focus more on communication in the Swedish-speaking community and it should disseminate its achievements more broadly across the MOs and POs in the developing countries.

Global Education to be included in the programme and MO's activities targeted to specific groups, where funding and human resources allow.

## 7.2 Recommendations for the MFA

9. MFA should use the forthcoming 2018-2021 discussions to upgrade the level of interaction with both FS and its MOs. It should find ways to build the level of interaction beyond annual meetings and include policy discussions with a wider range of relevant MFA advisers such in education, human rights and health. MFA should provide more substantive reviews of performance around reports and evaluations. The Civil Society Unit should ensure that information about FS programme and projects is shared within the MFA, including sector adviser, regional units and Embassies.

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# THE EVALUATION TEAM

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**Raisa Venäläinen** holds Master of Education (M.Ed.) from the University of Tampere. She has 25 years of experience in international development co-operation. She started her international cooperation career in a special vocational training project for people with disabilities in Zambia and since then she has developed and evaluated several projects and programmes in Africa, the Western Balkans and Asia. She has worked as a long-term expert in Zambia and Palestine and in the World Bank Head Quarters as a RBM expert. She has carried out more than 30 evaluations, including evaluation of the UNICEF's global girls education. In this CSO evaluation, she was a team member of two evaluations (Disability Partnership Finland and FS) and conducted fieldwork in Ethiopia.

# ANNEX 1: TERMS OF REFERENCE

## Evaluation 3 on the Programme-based Support through Finnish Civil Society Organisations, Foundations and Umbrella Organisations

### 1. BACKGROUND TO THE EVALUATION

Civil society actors are an essential and integral element of Finland's development cooperation in its entirety. Previously, the volume of development cooperation conducted by civil society organisations (CSOs) increased steadily, e.g. the programme-based support from the Ministry for Foreign Affairs of Finland (MFA) arose from € 59,335,460 in 2010 to € 83,776,140 in 2015. Budget cuts were decided upon in 2015 and implemented in 2016, leading to reductions also in CSO funding.

The development cooperation of the CSOs 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 Non-governmental Organisations (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 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 the 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.

In 2015 the Development Evaluation Unit (EVA-11) of the MFA initiated a series of evaluations to assess **the multiannual programme-based support through Finnish CSOs, umbrella organisations and special foundations**. The decision to carry out these CSO evaluations was made when the **MFA's guidelines for the evaluation of development cooperation were revised in February 2015 to cover all development cooperation funded by the MFA**. The Guidelines (in Finnish) can be found on the MFA webpage:

<http://formin.finland.fi/public/download.aspx?ID=150815&GUID={4B7FB9F6-1587-4772-9A08-B410EF-C5B309}>. The evaluation practices of the MFA are based on the principles agreed internationally within the OECD and the EU. The **MFA evaluation manual** steer the implementation of evaluation of Finland's development cooperation.

The first CSO evaluation will be finalized in September 2016. The second CSO evaluation is on-going and will tentatively be ready in March 2017. This evaluation is now the third and last CSO-evaluation of the series and will cover the programmes of the ten remaining CSOs, umbrella organisations and special foundations.

### **The CSOs included in this evaluation are:**

- Political Parties of Finland for Democracy (Demo Finland)
- Free Church Federation in Finland (Frikyrklig Samverkan, FS)
- Trade Union Solidarity Centre of Finland (SASK)
- International Solidarity Foundation (ISF)
- Disability Partnership Finland

### **The umbrella organisations are:**

- Service Centre for Development Cooperation (Kepa)
- The Finnish Non-governmental development organization NGDO Platform to the EU (Kehys)

### **The special foundations are:**

- Abilis Foundation
- Kios Foundation
- Siemenpuu Foundation

The evaluation will produce 9 reports: a separate report on each of the CSO programme evaluations of the five CSOs, a report on the programme evaluations of the umbrella organisations, a report of the programme evaluations of foundations, a report synthesizing and aggregating the most important findings of these evaluations and furthermore a meta-analysis to synthesize the results of all three rounds of CSO evaluations (CSO<sub>1</sub>, CSO<sub>2</sub> and CSO<sub>3</sub>).

## **2. CONTEXT**

The development cooperation objective of civil society actors and organizations is a vibrant and pluralistic civil society. The Ministry for Foreign Affairs uses many forms of support to contribute to CSOs' development cooperation activities: programme-based, project support, development communications and global education support and the national share of EU funding for CSOs.

The programme-based support is channeled to CSOs, foundations and umbrella organisations. Each of these categories 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 2-4 year program proposals granted through programme application rounds, which are not open to others. On the policy level, nevertheless, they are all guided by the same policy guidelines as the rest of Finland's support to CSOs.

### **Partnership agreement organisations**

According to 2013 instructions concerning the Partnership Agreement Scheme of the MFA, the aim of partnerships between the MFA 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 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 ongoing dialogue between the MFA and the partnership organisations 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 Civil Society (KEO-30).

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The Finnish CSOs have their own partners in developing countries with whom development cooperation is carried out. The partners have various roles in societal development - they promote social equity, carry out global education and activate people to improve their personal situations.

Finnish CSOs support their partners and strengthen their capacities, contributing to the strengthening of civil societies in developing countries. The partnership organisations are thus important to the MFA as partners of dialogue and advocacy.

The third round of CSO programme-based support evaluations includes five CSOs of which four are partnership organisations: SASK, International Solidarity Foundation, Disability Partnership Finland and FS. Demo Finland receives programme-based support.

### **Special foundations**

Through its special foundations modality, the MFA supports three Finnish foundations which each provides small grants to NGOs in developing countries. Each special foundation focuses on different issues: Abilis on disability, KIOS on human rights issues and Siemenpuu on environmental issues. All three foundations were established in 1998. Whereas Abilis and KIOS have been receiving MFA funding since the beginning, Siemenpuu received its first grant only in 2001. Siemenpuu has received public funding also from the Ministry of Environment.

The foundations were originally established by a group of Finnish NGOs and civil society activists to manage small-scale flexible grants to support the development of civil society in developing countries. More than 90% of the funding to these foundations comes from the MFA, but other sources of funding have emerged, including other official development cooperation donors, multilateral organisations and individual donations. The contributions by the partner organizations funded by the foundations are considered as the required self-financing. 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 foundations were evaluated in 2008. The evaluation confirmed that the foundations are relevant for providing smallscale NGO support. The foundations assist to implement Finnish development cooperation policy by supporting key cross-cutting objectives and the human-rights based approach to development.

### **Umbrella organisations**

The MFA grants programme-based support also to umbrella organisations Kepa and Kehys. Kepa is the umbrella organisation for Finnish CSOs who work with development cooperation or are otherwise interested in global affairs. 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 CSOs has been seen as instrumental in improving the quality, effectiveness, impact and efficiency of development cooperation by CSOs.

## **PROGRAMMES OF THE SELECTED CSOs**

### **Political Parties of Finland for Democracy, Demo Finland**

<http://demofinland.org/?lang=en>

Demo Finland functions as a co-operative organisation of all the eight Finnish parliamentary parties. It seeks to enhance democracy by carrying out and facilitating collaborative projects between Finnish political parties and political movements in new & developing democracies.

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Demo Finland works to strengthen equality in participation, constructive cross-party cooperation, a pluralistic political discussion and the ability of politicians to peacefully impact socio-political development. With its partners, it organises multi-party training programs and dialogue initiatives, which help to promote understanding between opposing parties and a discrimination-free political culture. Demo Finland bases its operations in the particular needs of its partners and parties. According to its strategy, Demo Finland focuses on ensuring that more equal possibilities exist for women and youth to participate in politics, and to establish co-operation that spans across party lines.

Currently, Demo Finland has long-term activities in three countries: Myanmar, Tunisia and Zambia. Long-term projects in Nepal and Tanzania ended in 2015 as well as a more recent project in Sri Lanka.

The MFA granted Demo Finland's 2013-2015 programme-based support € 900,000 in 2014, € 1,000,000 in 2015 and € 570,000 in 2016, even though first actual programme document is for 2016-2018. Earlier Demo Finland was funded through the political department of MFA, but then MFA decided to shift Demo into the programme-based support scheme.

### **SASK – The Trade Union Solidarity Centre of Finland**

<http://www.sask.fi/englanti>

SASK is the solidarity and development cooperation organisation of Finnish trade unions. Approximately 1,7 million Finns belong to SASK through their trade unions. SASK was founded by the Central Organisation of Finnish Trade Unions and its affiliated unions in the end of the year 1986. Since then, SASK has become a widely representative solidarity body of the Finnish trade union movement with two central organisations and 35 national federations as affiliated members.

As part of the Finnish and international trade union movement the function of SASK is to strengthen trade unions in every corner of the world, in order for them to raise their members out of poverty and defend their human rights. Strengthened unions also contribute to broader societal changes, such as improving labor legislation and social security. SASK strives to put an end to exploiting cheap labour and child labour abuse. Improving dangerous working conditions is also at the core of SASK's work.

SASK's partners are Global Union Federations, other solidarity support organisations and trade unions in the South. It has more than 40 development cooperation projects in Africa, Asia and Latin America - the main countries being Philippines, Indonesia, India, Nepal, Mozambique and Columbia.

Through a partnership agreement, the MFA supported SASK with 4 530 000 EUR in 2014. MFA's framework agreement with SASK included a support of € 5,000,000 in 2015 and € 2,930,000 in 2016.

### **The International Solidarity Foundation (ISF)**

<http://www.solidaarisuus.fi/in-english/>

The ISF is a Finnish non-governmental organisation established in 1970. The ISF mission is to support development that strengthens democracy, equality and human rights internationally and challenge people in Finland to work to build an equitable world. Through long-term development cooperation projects, ISF aims at improving living conditions of the poorest people in Somaliland, Kenya and Nicaragua.

ISF development cooperation programme has two main goals. First, to promote gender equality by prevailing harmful traditions, violence against women and high total fertility rates that restrict women's opportunities to decide upon their lives. Second, to improve men and women's livelihood resilience in economically and ecologically sustainable way.

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In all projects, ISF encourages women to participate in the development of their communities. The main objective is to strengthen women's social, economic and political status and to provide the poorest people with opportunities for decent work.

The MFA supported ISF's 2013-2015 programme with € 2,377,700 in 2014, € 2,450,000 in 2015 and € 1,470,000 in 2016.

### **Disability Partnership Finland**

<http://www.vammaiskumppanuus.fi/development-cooperation/>

Disability Partnership Finland's work is based on the principles of the UN Convention on the Rights of Persons with Disabilities. The Partnership's development cooperation programme is implemented by the Partnership's member organisations (at the moment 7 Finnish Disabled People's Organisations) and coordinated by a Secretariat.

The work aims at a world where the rights of persons with disabilities are fulfilled and persons with disabilities work themselves to develop their own communities at local, national and international levels. With a true human rights based approach to the work, persons with disabilities in developing countries - the Rights Holders - and the Southern organisations that represent them, are the ones that set the objectives for the work. The programme imposes two of the five programme components on all project implementors: Each organisation receiving funds from the Partnership should commit to create and maintain adequate administrative systems and democratic decision making mechanisms in their organization (Outcome 1) and work towards eradicating gender based discrimination in their work (Outcome 5). Other than that, the Southern organisations are free to choose the approach how they address the rights issues of persons with disabilities. Many partners choose to combine advocacy (Outcome 2) with more direct means of improving the educational (Outcome 3), employment (Outcome 4) or social circumstances of persons with disabilities in their respective countries.

Disability Partnership Finland supported almost 30 projects in Africa, Balkans, Central Asia, South America and Middle East in 2015 (21 projects in 2016 and 18 in 2017).

The MFA granted Disability Partnership Finland's programme € 2,600,000 in 2014, € 2,700,000 in 2015 and € 2,630,000 in 2016.

### **The FS**

<http://www.frikyrkligsamverkan.fi/wp1303/in-english>

The Free Church Federation in Finland (FS), which was founded in 1936, is an umbrella organization for six Swedish speaking evangelical free church denominations in Finland. FS represents about 4,500 members in the Swedish speaking parts of Finland. Swedish is used as the main work language. The cooperation through FS has developed over the years and today the main function of the organization is to coordinate the member organizations development aid projects. The coordination of the member organizations development aid projects is called FS. The mission of FS is to help the poorest and most vulnerable people in the world. This is realized thru the development program which is concentrated on two components, education and health. The projects takes place in societies where member organizations work in collaboration with local partners and local authorities.

FS targets countries are in Asia, Africa and South America. The organizations work is based on broad and long missionary work and on long experience and personal relationships contacts in the work field. The development aid work is well rooted in the civil society since long time, most of the member organizations are more than 100 years old. This provides a broad and strong support in the civil society through the member organizations local churches and their broad networks. FS is currently working in

Benin, Burundi, Ethiopia, Kenya, South Sudan, Tanzania, Zambia, Zimbabwe, Afghanistan, Cambodia, India, Laos, Philippines, Thailand, The Palestinian territories and Guyana.

The MFA's framework agreement with FS included a support of € 1,814,000 in 2014, € 1,962,000 in 2015 and € 1,160,000 in 2016.

## **PROGRAMMES OF THE SUPPORTED FOUNDATIONS**

### **Abilis Foundation**

<http://www.abilis.fi/index.php?lang=en>

Abilis Foundation, found in 1998, supports project activities that contribute toward equal opportunities for persons with disabilities in society in the Global South through human rights, independent living, and economic self-sufficiency. Special priority is given to projects on advocating for human rights of persons with disabilities, to projects at the grassroots, and to activities developed and implemented by women with disabilities.

Abilis Foundation gives small grants to projects planned and implemented by persons with disabilities in the Global South. Abilis supports organisations that are run by persons who have a disability, be it related to mobility, vision, hearing or any other type of disability. Organisations that are run by parents of children with disabilities can also be supported by Abilis. Abilis' objective is to support projects that promote equal opportunities, independent living, human rights and independent livelihood. Abilis supports projects in countries which the United Nations and the OECD have defined as qualifying for Official Development Assistance (ODA). The focus countries in 2014-2015 were: Bangladesh, Ethiopia, Kyrgyzstan, Mozambique, Myanmar, Nepal, Tajikistan, Tanzania, Thailand, Uganda, Vietnam, and Zambia.

The MFA granted Abilis Foundation € 2,800,000 in 2014, € 2,900,000 in 2015 and € 2,750,000 in 2016.

### **Kios Foundation**

<http://www.kios.fi/en/>

KIOS Foundation strengthens the realization of human rights by supporting the human rights work of civil society in developing countries. In the supported projects, human rights are strengthened by human rights education, awareness raising, campaigning, monitoring and documentation of the human rights situation, advocacy work and legal aid, among other activities. In addition to project funding, KIOS supports the organisations by strengthening their capacity, networks and security. KIOS was founded by 11 Finnish human rights and development NGOs.

Support is mainly channeled to 6 focus countries in East Africa and South Asia. Work is supported in East Africa in Kenya, Rwanda and Uganda. In South Asia support is channeled to Nepal, Sri Lanka and to Tibetan civil society organisations in exile. Some long-term partner organisations of KIOS are also supported in Bangladesh, Burundi, Ethiopia and Pakistan. In Finland, KIOS raises awareness on the significance of human rights and the work of human rights defenders in developing countries. In addition, KIOS advocates for the development of good practices to Finnish foreign and development policy to support human rights defenders.

The MFA granted KIOS € 1,800,000 in 2014, € 1,900,000 in 2015 and € 1,120,000 in 2016.

## **The Siemenpuu Foundation**

<http://www.siemenpuu.org/en>

The Siemenpuu Foundation supports environmental work and global cooperation of civil society organisations (CSOs) in developing countries. In addition to environmental issues, focus is also on human rights, social justice and cultural diversity. Siemenpuu's support is channeled to projects planned and implemented locally by CSOs. The projects aim to strengthen the rights of local communities, improve the state of the environment, advocate comprehensive ecological democratisation of society, and enhance the transition to a sustainable economy. Sharing and learning from the experiences in the Global South is an integral part of Siemenpuu's work; for instance through the production of publications and events.

The Siemenpuu Foundation was founded in 1998 by fifteen Finnish environmental and development policy CSOs. Since 2002 it has funded more than 600 environmental projects in over 50 developing countries. Siemenpuu has regional and thematic programmes, through which most of the financial support is directed. Currently, Siemenpuu has programmes in India, Indonesia, Nepal, Mali, the Mekong Region as well as in Latin America. It also grants project support to some Eastern and Southern African CSOs.

The MFA granted Siemenpuu Foundation € 2,000,000 in 2014, € 2,100,000 in 2015 and € 1,250,000 in 2016.

## **PROGRAMMES OF THE UMBRELLA ORGANISATIONS**

### **Kepa**

<http://www.kepa.fi/international/english>

Kepa is the umbrella organisation for Finnish CSOs who work with development cooperation or are otherwise interested in global development. At the moment Kepa has more than 300 members, ranging from small voluntary-based organisations to major national organisations in Finland.

Kepa was founded in 1985 to coordinate the Finnish Volunteer Service, through which professional volunteers were sent to work in developing countries. The service was scaled down after 1995, and today Kepa's work mainly involves strengthening civil society both in Finland and in developing countries, with the ultimate goal of eradicating poverty and inequality. Kepa together with the member organisations aims at influencing political decision making and creating public awareness in Finland, and strengthening the capacities of CSOs.

The key themes of Kepa's work are development cooperation, global economic policies, climate justice and strong civil society. Kepa's main activities include advocacy, awareness raising and global education, capacity development services and national and global networking. Currently Kepa has field operations in Mozambique and Tanzania where it has partnerships with local CSOs.

The MFA's cooperation agreement with KEPA included a support of € 5,900,000 in 2014 and € 6,000,000 in 2015, and € 3,680,000 in 2016.

### **Kehys**

<http://www.kehys.fi/en>

The Finnish NGDO Platform to the European Union, Kehys, is an advocacy network of Finnish NGOs. Kehys works for Policy Coherence for Sustainable Development; better and more coherent policies in the fields of human development, security and development, and green and sustainable economy. Kehys also works for active citizenship and a stronger civil society. Kehys functions include advocacy on EU develop-

ment policy, global citizenship education and networking, and advice and training on EU funding. Kehys has approximately 40 member associations which are Finnish NGOs working on development issues.

Kehys is the Finnish national platform within the European NGO confederation for relief and development CONCORD. CONCORD has 28 national associations, 20 international networks and 3 associate members that represent over 2,600 NGOs, supported by millions of citizens across Europe. Through Kehys the Finnish NGOs are represented in the CONCORD hubs and can affect actively on European development cooperation debate.

The MFA granted Kehys € 360,000 in 2014, € 500,000 in 2015 and € 300,000 in 2016.

### 3. PURPOSE AND OBJECTIVES OF THE EVALUATION

#### *Purpose*

This evaluation serves the dual purpose of accountability and learning. It will provide evidence-based information on the CSOs', foundations' and umbrella organisations' performance and results achieved through programme-based support. The evaluation will also give guidance on how to enhance the strategic planning and management of the programme-based support funding modality in the MFA.

As such, the evaluation will promote joint learning of relevant stakeholders by providing lessons learned on good practices and needs for improvement in terms of future policy, strategy, programme and funding allocation of the CSOs, foundations and umbrella organisations as well as the MFA. The results of this evaluation will be used in the reform of programme-based support, in the next update of the Guidelines for Civil Society in Development Policy and in the planning of CSOs, foundations' and umbrella organisations' next programmes.

#### *Objectives*

The objectives of this evaluation are to provide independent and objective assessment

- 1) on the performance and results achieved by the programmes of the five CSOs, three foundations and two umbrella organisations;
- 2) on their value and merit from the perspective of the policy, programme and beneficiary level; as well as
- 3) on the management of CSO programmes from the point of view of MFA, CSOs, foundations, umbrella organisations and partners.
- 4) In addition based on all three CSO evaluations the meta-analysis will synthesize the evaluation results, including the strengths and weaknesses of the programme-based support funding modality.

### 4. SCOPE OF THE EVALUATION

The evaluation consists of the programmes of the five selected CSOs, three foundations and two umbrella organisations and their main objectives (described earlier). It covers both financial and nonfinancial operations and objectives in their programmes.

All findings, conclusions and recommendations will be published in an individual report for each CSO, one report for the special foundations and one for umbrella organisations. The most important findings from the seven separate reports will be presented as aggregated results in a synthesis report. In addition, there will be a meta-analysis to synthesize the evaluation results, including the strengths and weaknesses of the programme-based support funding modality. This meta-analysis covers all three CSO evaluations.

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The evaluation covers the following policies and guidelines: Development Policy Programmes of Finland (2007 and 2012), Guidelines for Civil Society in Development Policy (2010) and Instructions Concerning the Partnership Agreement Scheme (2013). In addition guidelines on Results based management (RBM) in Finland's Development Cooperation, Human Rights Based Approach in Finland's Development Cooperation and Finland's Development Policy and Development Cooperation in Fragile States as well as MFA's Democracy Support Policy are important documents in this particular case (links to these and other policies can be found in the annex 1). Democracy Support Policy is particularly important with the assessment of Demo Finland. The special characteristics of democracy support, which are partly different to the basis of development cooperation, have to be taken into account in the assessment of especially relevance and effectiveness of Demo Finland.

The evaluation covers the period of 2010-2016.

## 5. EVALUATION ISSUES IN ACCORDANCE WITH THE OECD-DAC CRITERIA

The CSO programmes will be evaluated in accordance with the OECD-DAC criteria in order to get a standardised assessment of the CSO programmes that allows the compilation of the synthesis report.

### **Evaluation issues on CSOs and foundations**

#### Relevance

- Assess the extent to which the programme has responded to the needs, rights and priorities of the partner countries and stakeholders and beneficiaries/rights-holders, including men and women, boys and girls and especially the easily marginalised groups.
- Assess the extent to which the programme has been in line with the Finnish Development Policy (2007, 2012) and the Guidelines for Civil Society in Development Cooperation.
- Assess the selection of themes and partner countries of the programmes.

#### Impact

- Assess the value and merit and validate any evidence or "proxies" of impact, positive or negative, intended or unintended, that the programme has contributed for the beneficiaries/rights-holders including the empowerment of civil societies.

#### Effectiveness

- Synthesise and validate the outcomes (intended and unintended) 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 against the achieved outputs.
- Assess the risk management including the efficiency of monitoring practices.
- Assess the management of the programme at different levels, including guidance by the Unit for Civil Society and the MFA.
- In the case of foundations, assess the value-added of the funding model.

#### Sustainability

- Assess the ownership and participation process within the programme.
- Assess the organisational, social and cultural, ecological and financial sustainability of the programme and its results.

## Coordination, Coherence, Complementarity

- Assess the extent, to which the CSOs' and foundations' programme has been coordinated with other CSOs, development partners and donors.
- Assess the extent, to which the CSOs' and foundations' programme is coherent with national policies and strategies in the partner countries.
- Synthesise and reflect the extent to which the CSOs' and foundations' programme has been able to complement (increase the effect) other Finnish development policies, funding modalities (bilateral, multilateral) and programmes by other CSOs from Finland or developing countries.

## Evaluation issues for umbrella organisations

### Relevance

- Assess the extent to which the programmes have been in line with the CSOs' overall strategy and comparative advantage.
- Assess the selection of themes, partner countries and different activities of KEPA's programme.

### Impact

- Assess the value and merit and validate any evidence or "proxies" of impact, positive or negative, intended or unintended, the programme has contributed for the beneficiaries/rights-holders in Finland and partner countries.

### Effectiveness

- Synthesize and validate the outcomes (intended and unintended) and assess their value and merit.
- Assess the factors influencing the successes and challenges.
- Assess the outcomes in relation to different roles of Kefa/Kehys.

### Efficiency

- Assess the costs and utilisation of financial and human resources between different activities against the achieved outputs.
- assess the management of the programme at different levels, including guidance by the Unit for Civil Society and the MFA.
- Assess the monitoring (how it supports reporting and internal learning).

### Coordination, coherence and complementarity

- Assess the extent, to which the programme has been coordinated with other CSOs, umbrella organisations, development partners and donors.
- Assess the extent, to which the programme is coherent.
- Synthesise and reflect the extent to which the programme has been able to complement (increase the effect) other Finnish development policies, funding modalities (bilateral, multilateral) and programmes by other CSOs from Finland or developing countries.

### Additional issues for the meta-analysis

- Aggregate the results of all three CSO evaluations using the OECD DAC criteria.
- Assess the strengths and weaknesses of the programme-based support to various types of CSOs, foundations and umbrella organisations.

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## 6. METHODOLOGY

Mixed methods for the collecting and analysing data will be used (both qualitative and quantitative). The findings have to be triangulated and validated by using multiple methods.

This evaluation of the selected CSOs, foundations and umbrella organisations consist of document analysis, interviews of the key informants in Helsinki, field visits to a representative sample of projects and operations by each CSO and foundation.

The main document sources of information include strategy and programme documents and reports, programme/project evaluations, minutes of annual consultations, official financial decisions, Finland's development policies and strategies, guidance documents, previously conducted CSO or 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. It should be noted that part of the material provided by the MFA and the CSOs is only available in Finnish.

The results, incl. the results-based management systems of the five CSOs, three foundations and two umbrella organisations from the first round of CSO evaluations are available for this evaluation. The preliminary results from the second round of CSO evaluations will be available for this evaluation as soon as they are ready. The draft reports will tentatively be ready by February 2017 and the final reports by the end March 2017.

The field visit countries will tentatively include **at least** Kenya, Mozambique, Zambia, Uganda and India. The field visit countries should include projects and operations of more than one CSO/foundation. The sampling principles and their effect to reliability and validity of the evaluation must be elaborated separately. The team members for the field visits have to be selected the way that they do not have any individual restrictions to travel to the possible field visit countries. During the inception phase the evaluation team will propose the final list of field visit countries on the base of the desk study and consultations.

The approach section of the technical tender will present an initial work plan, including the methodology and methods (data collection and analysis) and the evaluation matrix. The evaluation team is expected to construct the theory of change and propose a detailed methodology in an evaluation matrix which will be elaborated and finalised in the inception report.

The Team Leader and the team have to be available until the reports have been approved by EVA-11, even if the schedule changes.

The approach and working modality of evaluation will be participatory.

## 7. MANAGEMENT OF THE EVALUATION

EVA-11 will be responsible for the overall management of the evaluation process. EVA-11 will work closely with other units/departments of the MFA 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 on the deliverables of the consultant.

The members of the reference group will include:

- representatives from the KEO-30 and possibly some other members from the MFA or embassies.
- one representative (with a substitute) from each of the ten CSOs, foundations and umbrella organisations.

The tasks of the reference group are to:

- participate in the planning of the evaluation;
- participate in the relevant meetings (e.g. start-up meeting, meeting to discuss the evaluation plan, validation/debriefing meetings after the field visits);
- comment on the deliverables of the consultant (i.e. evaluation plan, draft final report, final report) with a view to ensure that the evaluation is based on factual knowledge about the subject of the evaluation and
- support the implementation, dissemination and follow-up on the agreed evaluation recommendations.

## 8. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

The evaluation will tentatively start in November 2016 and end in August 2017. The evaluation consists of the following phases and will produce the respective deliverables. It is highlighted that a new phase is initiated only when the deliverables of the previous phase have been approved by the EVA-11. All the reports have to be sent with an internal quality assurance note and the revised reports have to be accompanied by a table of received comments and responses to them.

It should be noted that internationally recognised 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). In case of peer review, the views of the peer reviewer will be given to the Consultant.

The language of all reports and possible other documents is English. Time reserved for the commenting of different reports is 2-3 weeks. The timetables are tentative, except for the final reports.

### A. Start-up

**The administrative meeting** regarding the administration, methodology and content of the evaluation will be held with the contracted team in November 2016. The purpose of the meeting is to go through the evaluation process, related practicalities and to build common understanding on the ToR.

Participants in the administrative meeting in Helsinki: EVA-11 and the Team Leader, the CSO-evaluation coordinators and the Home-Office coordinator of the Consultant in person. Other team members may participate.

**The meeting with the reference group** will be held right after the administrative meeting and its purpose is to establish a community to enable dialogue and learning together as well as to get to know the evaluation team and the CSOs/foundations/umbrella organisations. The Team Leader/evaluation team will present its understanding of the evaluation, the initial approach of the evaluation and the evaluation questions.

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

**Deliverable:** Presentation of the approach and questions by the Consultant, Agreed minutes of the meetings by the Consultant.

## B. Inception phase

The Inception phase includes **a desk analysis and preparation of the detailed evaluation plan**. It is between November 2016 and January 2017 during which the evaluation team will produce a **final inception report with a desk study** (see evaluation manual p. 56 and 96). The desk study includes a comprehensive context and document analysis, an analysis on programmes of the selected five CSOs, three foundations and two umbrella organisations. It shall also include mapping of the different parts of each programme and their different sources of funding.

The inception report consists of the evaluation desk study and evaluation plan which include the following:

- context, initial findings and conclusions of the desk study
- tentative theory of change
- elaboration of the methodology (data collection and data analysis), summarized in an evaluation matrix (incl. evaluation questions, indicators, judgement criteria, methods for data collection and analysis)
- work plan, division of work between team members
- tentative table of contents of final reports
- data gaps
- detailed implementation plan for field visits with clear division of work (participation, interview questions, lists of meetings and stakeholders etc.)

The inception report will be presented, discussed and the needed changes agreed in the inception meeting in January 2017. The inception report must be submitted to EVA-11 two weeks prior to the inception meeting.

Plans for the field work, preliminary list of people and organisations to be contacted, participative methods, interviews, workshops, group interviews, questions, quantitative data to be collected etc. should be approved by EVA-11 at least three weeks before going to the field.

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

**Deliverable:** Inception report including the evaluation plan, desk study, and the minutes of the inception meeting by the Consultant

## C. Implementation phase

The Implementation phase will take place in February - April 2017. It includes the field visits to a representative sample of projects and validation seminars. During the field work particular attention should be paid to human rights-based approach, and to ensure that women, children and easily marginalised groups will also participate (see UNEG guidelines). Attention has to also be 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 team is encouraged to use statistical evidence whenever possible.

Therefore, the field work for each organisation should 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. The purpose of the field visits is to triangulate and validate the results and assessments of

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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.

Direct quotes from interviewees and stakeholders may be used in the reports, but only anonymously ensuring that the interviewee cannot be identified from the quote.

The consultant will organise 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 April 2017. The purpose of the seminars is to share initial findings, but also to validate the findings.

After the field visits and 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.

The MFA and embassies will not organise interviews or meetings with the stakeholders on behalf of the evaluation team, but will assist in identification of people and organisations to be included in the evaluation.

**Deliverables/meetings:** Debriefing/validation workshops supported by PowerPoint presentations on the preliminary results. At least one workshop in each of the countries visited and workshops in Helsinki on initial findings.

**Participants to the country workshops:** The team members of the Consultant participating 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 CSO-evaluation Coordinators of the Consultant (can be arranged via video conference).

#### D. Reporting and dissemination phase

The reporting and dissemination phase will take place in May - August 2017 and produce the final reports and organise 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. The logic between them should be clear and based on evidence.

The final draft reports will be sent for a round of comments by the parties concerned. The purpose of the comments is to correct any misunderstandings or factual errors. The time needed for commenting is 2-3 weeks.

The final draft reports must include abstract and summaries (including the table on main findings, conclusions and recommendations) in Finnish, Swedish and English. They have to be of high and publishable quality. It must be ensured that the translations use commonly used terms in development cooperation. The consultant is responsible for the editing, proof-reading and quality control of the content and language.

The reports will be finalised based on the comments received and shall be ready by **August 15, 2017**.

The final reports will be delivered in Word-format (.docx) with all the tables and pictures also separately in their original formats. 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.

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In addition, the MFA 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 organised tentatively in June in Helsinki and the Team Leader (responsible for chairing the session) and the CSO-evaluation coordinators of the Consultant must be present in person.

**A public presentation on the results will be organised in June on the same visit as the final management meeting.** It is expected that at least the Team leader and the coordinators of the CSO- evaluations are present.

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

**Optional learning and training sessions** with the CSOs (Sessions paid separately. They require a separate assignment from EVA-11).

The MFA will draw a management response to the recommendations at two levels/processes: the synthesis report will be responded in accordance with the process of centralised evaluations by a working group coordinated by EVA-11 and the other reports in accordance with the process of decentralised evaluations (responsibility of the Unit for Civil Society) 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.

## 9. EXPERTISE REQUIRED

There will be **one Management Team**, responsible for overall planning management and coordination of the evaluation. The Team leader, the CSO-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.

There will be seven CSO-Evaluation teams (one for each CSO, one for the umbrella organisations and one for foundations). One senior expert of each of the CSO-Evaluation team will be identified as a CSO-Evaluation Coordinator. One expert can be a CSO-Evaluation coordinator in different CSO- Evaluation teams. The CSO-Evaluation coordinator will be contributing the overall planning and implementation of the whole evaluation from a specific CSO's/foundation's/umbrella organisations' perspective and also responsible for coordinating, managing and authoring the specific CSO- evaluation work and reports.

The consultant will propose evaluator from the selected field visit countries to include them into the evaluation team. The role of the local experts will be explained by the Consultant.

Online translators cannot be used with MFA document materials.

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

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## 10. BUDGET

The evaluation will not cost more than 650 000 Euros (VAT excluded).

## 11. MANDATE

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organisations. However, it is not authorised to make any commitments on behalf of the Government of Finland. 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, 21.9.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit Ministry for Foreign Affairs of Finland

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## REFERENCE AND RESOURCE MATERIAL

### General guidelines and policies

Government Report on Development Policy: One World, Common Future - Toward Sustainable Development (2016)

<http://formin.finland.fi/Public/default.aspx?contentid=341918&nodeid=49540&contentlan=2&culture=en-US>

Development Policy Programme 2012

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

Development policy programme 2007

<http://formin.finland.fi/public/default.aspx?contentid=107497&nodeid=49719&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>

Results based management (RBM) in Finland's Development Cooperation (2015)

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

Human Rights Based Approach in Finland's Development Cooperation (2015)

<http://formin.finland.fi/public/download.aspx?ID=144034&GUID={C1EF0664-A7A4-409B-9B7E-96C4810A00C2}>

Finland's Development Policy and Development Cooperation in Fragile States (2014)

<http://formin.finland.fi/public/default.aspx?contentid=315438&nodeid=49719&contentlan=2&culture=en-US>

Other thematic policies and guidelines

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

### Evaluation guidelines and manuals

Norm for the Evaluation of Development Cooperation in the Ministry for Foreign Affairs (2015)

<http://formin.finland.fi/public/download.aspx?ID=150815&GUID={4B7FB9F6-1587-4772-9A08-B410EF-C5B309}>

Evaluation Manual of the MFA (2013)

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

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

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

## **Guidelines and policies related to Programme-based support**

Instructions concerning the Partnership Agreement Scheme (2013)

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

Support for partnership organisations, MFA website

<http://formin.finland.fi/public/default.aspx?contentid=324861&nodeid=49328&contentlan=2&culture=en-US>

Guidelines for Civil Society in Development Cooperation (2010)

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

Act on Discretionary Government Transfers (688/2001) (Valtionavustuslaki)

<http://www.finlex.fi/fi/laki/ajantasa/2001/20010688>

## **Evaluations and reviews**

The Evaluation of Finnish Humanitarian Assistance 1996 - 2004 (2005)

<http://formin.finland.fi/public/default.aspx?contentid=50644&nodeid=49728&contentlan=2&culture=en-US>

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: Complementarity in the NGO instruments (2013)

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

Evaluation: FIDIDA: An example of Outsourced Service 2004-2008

<http://formin.finland.fi/public/default.aspx?contentid=153768&nodeid=49728&contentlan=2&culture=en-US>

Evaluation: Finnish NGO Foundations (2008)

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# ANNEX 2: PEOPLE INTERVIEWED

*N.B. Titles and positions reflect the situation that prevailed at the time of the interviews in 2017*

## **FINLAND**

### **Ministry for Foreign Affairs in Finland**

#### *Unit for Civil Society*

Riitaoja Leila, Desk Officer

#### *Unit for Sectoral Policy*

Blumenthal Gisela, Health Advisor (e-mail consultation)

### **Free Church Federation Finland**

Grönroos Gabriel, Missions Director, Finlands svenska Pingstmission (FSPM)

Gronroos Kenneth, Consultant, Leadership Trainer, Finlands svenska Pingstmission (FSPM)

Ekman-Niemi-Kaija Catarina, Coordinator, The United Methodist Church Finland (Finlands svenska Metodistkyrka (FSMK))

Janttu Juha, Coordinator, The Finland Swedish Baptist Union (FSB)

Klockars Bernt, Coordinator, The United Methodist Church Finland (FSMK)

Liljeström Marianne, Coordinator, The Finland Swedish Baptist Union (FSB)

Nyman Jan-Erik, Regional Director East and Southern Africa, IBRI

Rönnqvist Bjarne, Coordinator, The Free Evangelical Church of Finland/ Missionskyrkan i Finland (MKF)

Sarin Linda, Coordinator, Friends of the Martyred Church/ Martyrkyrkans vänner (MKV)

Sjöberg Oskar, Director of Development Cooperation, Frikyrklig Samverkan Global (FS)

## **ETHIOPIA**

### **TESFA management**

Felege; Nega, Director, TESFA Training Centre

Erku Fantu, Head, Administration and Finance

Taye Betelehem, Accountant

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### **Board Members**

Desalega Abebe, Board Member, Meseret Kristos Church

Tadesse Asefa, Board member, Ethiopian Quenet Church

Gossaye Alemu, Ethiopian Quenet Church

### **Trainers, stakeholders**

Abdissa Amanuel, Assistant Professor, School of Journalism and Communication,  
University of Addis Ababa

### **Media Training Graduates and course participants**

Melaku Amanuel, Media Training Graduate 2015

Adnew Woudeh, Media Training Graduate

Sugamo Tilahun, Media Training Graduate 2016

Vinchenzo Roman, Media Training Graduate 2016

Degu Biniyam, Media Training Graduate 2016

Alemanehu Tefera, Media Training Graduate 2016

Seleshi Tutu, Media Training Graduate 2015

Kilfe Kuri, Media Training Graduate

Kassaye Teklewold, Media Training Graduate

Moges Merkeb, Short course participant, Ethiopia Broadcasting service

## **INDIA**

### **UCCI, Telangana State**

Nalini Winston

Emmanuel Winston

Sharma Winston

### **Bethania School**

Mr M D Kajamya Headmaster

Narsamna a parent

Kegopi, 17 years student

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# ANNEX 4: MFA'S PROGRAMME-BASED APPROACH

The current MFA instructions concerning the Partnership Agreement Scheme (MFA, 2013a) outline the following key goals for PBS:

- Poverty reduction
- Changing unsustainable patterns of production and consumption
- Protecting and managing the natural resources base vital for economic and social development

In addition, HRBA and Paris Declaration principles are highlighted, as well as MDGs as strategic backbones. Climate sustainability has also been a key cross-cutting objective since 2012.

Operationally, the PBS focuses on results and RBM with funding provided annually. The principles of the 2015 RBM guidelines (MFA, 2015c) are expected to be applied also in MFA's programmatic support for CSOs. This refers both to the MFA itself - management of the entire programme in the CSO Unit - and to the CSOs and their individual programmes. Although the MFA CSO Unit's own reporting has so far focused on disbursements, a process has been initiated to develop a relevant way for inclusion of the PBS results into the 2018 results reporting concept. The MFA is currently developing a concept for reporting on the results of Finland's development cooperation on the basis of the new 2016 development policy and a report on the achievement of the policy is expected in 2018, following a pilot in 2017. Towards this end, the MFA is now also investigating methods on how the results of CSOs' development cooperation could be presented in the report. While the solutions are yet to be defined, there is a strong push for stronger RBM also from this process.

The Framework of Results-Based Management at the MFA is presented in Box 4.

## **Box 4. Framework of Results-Based Management at the MFA**

The MFA has been applying RBM-related methods in its bilateral projects already since early 1990's. The Guidelines for Project Preparation and Design from 1991 applied the results-chain method, and after Finland joined EU, the LFA approach with EU terminology was adapted in the Guidelines for Programme Design, Monitoring and Evaluation of 1996 (updated in 2000). The Manual for Bilateral Programmes from 2012 was also based on the LFA methodology, while the most recent manual (Manual for Bilateral Programmes, 2016) gives improved guidance on RBM and uses the latest results chain terminology (Impact, Outcome, Outputs), in accordance with the 2015 RBM Guidelines.

After various evaluations had indicated weaknesses in the application of RBM, MFA put more emphasis on strengthening of RBM at all levels of Finnish development cooperation, from individual projects and programmes to country programmes and MFA's aid instruments – CSO Partnership Programme included. The generic MFA guidelines for RBM were published in 2015 and they defined the RBM key principles along the following lines:

- Ownership – This includes basing targets on national priorities and ownership with partner country's development policies and beneficiary needs as the basis for Finland's support. Mutual ownership is emphasized.
- Results-focus – This refers to setting clear results targets at all levels. Specific results targets with indicators should be set at all levels of cooperation – organizational priorities, country strategies, interventions.
- Evidence – This means collecting credible results information. Systematic M&E with functioning data management systems should be applied for gathering credible information on results.

- 
- Learning – This refers to using findings of M&E systematically for learning and improving performance as well as for accountability.
  - Results-culture – This implies promoting and supporting a mature results-oriented culture with effective leadership and capacity to learn as essential for RBM.
  - Balanced results – This means balance between short-term and long-term results. The long-term improvements in the lives of poor and vulnerable should form the base for operations, whereby there should be a clear link between short-term implementation and long-term outcomes and impacts.

Source: MFA, 2015d, 2015c and 2016b.

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As well as the RBM, risk management and financial management systems, the CSOs are expected to have sufficient financial capacity and human resources to manage and operate their programmes. In terms of financial capacity, minimum of 15% of self-financing is required from the CSOs in general - and 7.5% in the particular case of disability organizations. Although sufficient staff resources are required to monitor and assess operations, evaluate results and impacts and ensure reliable financial management, the MFA has not defined the minimum requirements in this regard.

Along these lines, the key MFA eligibility criteria for the CSOs stress the consistency and complementarity with the Finnish development policy and co-operation, development education and communication activities, capacity and networks of the CSOs as well as good governance.

The MFA Eligibility criteria for CSOs under the Programme-Based Approach is presented in Box 5.

### **Box 5. MFA Eligibility criteria for CSOs under the Programme-Based Approach**

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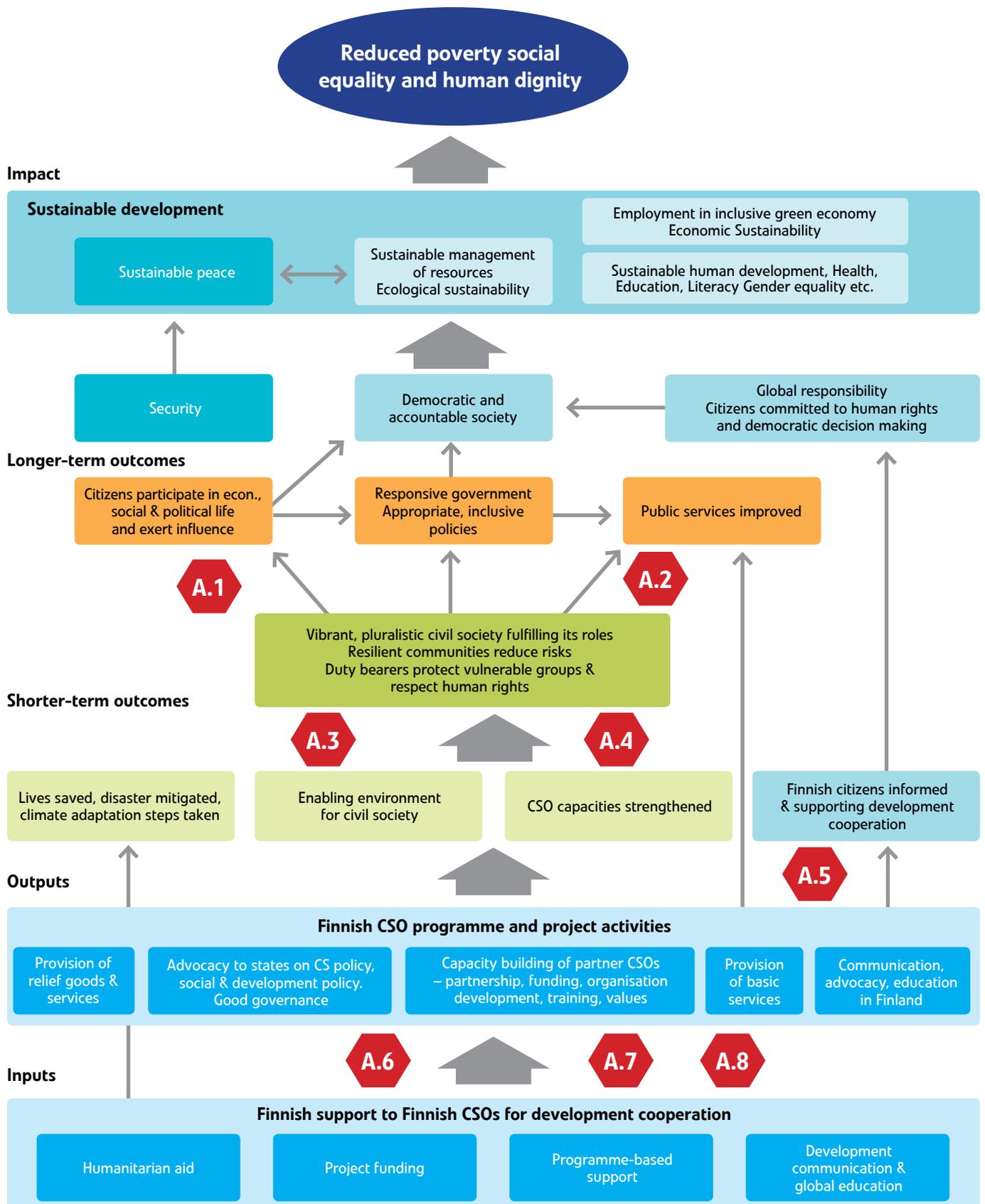
Key MFA eligibility criteria for CSOs include the following:

- Consistency with Finland's development policy.
- Complementarity to Finland's official development cooperation.
- The CSO must have required qualifications, competence and experience, including capacity to monitor and evaluate its activities as well as results and impacts of its programme.
- The CSO must have systematic development communications and development education
- Good governance, including professional financial management.
- Extensive networks both in Finland and internationally, including reliable and competent partners.

Source: MFA, 2013a.

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# ANNEX 5: CSO GENERIC THEORY OF CHANGE



# ANNEX 6: EVALUATION MATRIX FOR CSO3

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
<b>EQ1 Relevance - Has the work of the organisations been relevant to the beneficiary rights and needs, partner country contexts and the Finnish priorities?</b>			
<b>1.1</b> Has the CSO programme been in line with its own overall strategy and comparative advantage?	Consistency between CSO mission goals and goals of its development cooperation programme (2010-2016)	Document review  Interviews with CSO management	CSO strategy documents and plans
<b>1.2</b> Is its programme aligned with the rights and needs of stakeholders and beneficiaries, particularly women and girls and the marginalised?	Qualitative assessment of the extent to which the situation and needs analysis, objectives and implementation processes address relevant rights and priorities	Interviews with CSO and various stakeholders including women and marginalised	Previous evaluations, reviews
<b>1.3</b> Is its programme aligned with national policies and strategies in partner countries?	Qualitative assessment of the level of association with partner countries' national policies and strategies  Assessment of role of MFA in supporting alignment	Interviews with MFA Civil Society Unit	National policy documents in partner countries
<b>1.4</b> Is its programme aligned with Finnish development priorities including HRBA and the CCOs?	Correspondence with Finnish development policy priorities.  The extent that a range of CSOs are supported in terms of geography, theme, target group, approach (pluralism)  The extent that the support promotes active citizenship, debate and local ownership (vibrancy)  The extent of alignment between the ToC of the CSO's programme and the overarching ToC	Spider web analysis	Finnish government development policy documents  Gender/climate/ rights assessments

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
<b>EQ2: Complementarity, coordination and coherence: Has the work of the CSOs been complementary, coordinated and coherent with other interventions?</b>			
<b>2.1</b> How well has the programme been coordinated with other CSOs, donors and development partners?	Qualitative assessment of the level of exchange between CSO and partners No. of cases / examples of coordination No. of periodic coordination meetings attended Existence & performance of coordination structures Role of MFA in supporting coordination	Interviews Document review Interviews Document review Spider web analysis	Local partner organisation, organisations they collaborate with, Finnish Embassy and relevant donor programmes Progress Reports and Minutes of meetings, Media reports / bulletins
<b>2.2</b> To what extent has the CSO been able to complement (increase the effect) of other Finnish development policies and funding modalities (bilateral, multilateral) or for other CSOs?	No. of examples where there are synergies with other Finnish interventions No. of references to other actors' policies No. of examples of co-funding or budget alignment <b>Assumption A8 tested</b>		Donor reports, other CSOs Finnish embassy and MFA Previous evaluations
<b>2.3</b> To which extent are CSO development co-operation interventions coherent with other MFA support or interventions such as bilateral, multilateral or budget support or trade and humanitarian policy?	Examples where coherence is strong or weak		
<b>2.4</b> How well has programme-based support aligned with the strategy, work and comparative advantage of the CSO?	Qualitative comparison between programme-based support and non-programme based activities Level of adherence to MFA's PBS principles	Review of strategy and reporting documents Interviews with CSO, MFA	PBS manual/ guidance Reporting before and after introduction of PBS RBM processes and reports MFA partnership policies & guidelines Partnership meeting minutes

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
<b>EQ3. Efficiency: Have the available resources – financial, human and material – been used optimally for achieving results?</b>			
<b>3.1</b> How efficiently does the CSO coordinate PBS to influence effectiveness? (in terms of problem-solving, guidance, coordination, communication, monitoring and reporting to MFA)	Adherence to PBS rules (self-contribution, reporting, other agreed MFA criteria) Comparison of outputs using PBS funding with other funding channels Efficiency of how well funding is channelled to partner CSO (% of total funds reaching local CSO) <b>Assumption A6 tested</b>	Document review Interviews with CSO management and MFA Spider web analysis	MFA partnership documents PBS rules/procedures Budget and expenditure reports
<b>3.2</b> Can the costs of the programme be justified by the achieved or likely to be achieved outputs and outcomes? Is the share of overhead costs justified in relation to the implementation costs and against accepted norms?	The CSO's instruments represent the most cost effective choice given objectives and resources Cases where similar results could have been achieved with fewer costs Comparison of overhead costs with other channels of delivery for same objective Capacity of CSO to track its own efficiency Evidence of delays between the requests for funding within the Finnish financing mechanisms, the delays in implementation, and the delays in reporting, in comparison with other funding mechanisms	Budget/output analysis Interviews with CSO and partner CSOs Email survey	Budget and results reporting in Finland and in-country In country and international unit costs and overhead norms by type of activity RBM analysis
<b>3.3</b> How well are M&E systems designed and used to track results	Availability of baseline information, quality of indicators, quality reports; compliance with MFA requirements	Interviews with CSO management and MFA Document review	
<b>3.4</b> To what extent have risks been identified and managed by the CSO?	Availability of risk assessment tools; Identification of major risks and possible measures taken for handling them.	Document review Interviews with CSO and partner CSOs	Audit reports, Progress Reports Past evaluations Risk management strategies
<b>3.5</b> Have sufficient resources been allocated to integrating CCOs and human rights into the programmes?	Presence of CCOs and HR aspects in budget and expenditure statements, staffing or activities	Interview Document review	Planning and reporting documents
<b>3.6</b> How efficiently has the MFA managed the PBS?	Staffing levels over time Allocations v Expenditure Effectiveness of supervision procedures	Interview with MFA, especially CS Unit Document review	Previous evaluations Partnership meeting minutes

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
<b>EQ4. Effectiveness: What are the achieved or likely results of the organisations especially in relation to the beneficiaries and how are they supporting the wider objectives of partner countries and Finland?</b>			
<b>4.1</b> Have actual outputs and outcomes matched intended targets? Are there unintended results? If targets are not yet reached, are they likely to reach them? How well can the CSO's outputs be linked to the outcomes?	Comparison b/n planned interventions and targets, % achievement of targets  Details of unintended results  Assessment of linkage / attribution	Past Evaluations, Progress Reports  Direct observation (using purposive or random sampling)  Interviews with beneficiaries	Annual/ quarterly results reports, synthesis reports, evaluations  RBM analysis
<b>4.2</b> To what extent has the CSO built the capacity of partner CSOs (overseas or in Finland) for delivering services or for advocacy?	Quantity and quality of delivered services by each partner across the evaluation period  Quality of advocacy by partner CSOs  % of funding devoted to capacity building activities  <b>Assumption A5 tested</b>	Document review  Direct observation of partner CSO  Interviews with beneficiaries, opinion makers, duty bearers  Press and media  Email survey  Spider web analysis	Capacity assessments  Progress reports and evaluations  Fieldwork with partner CSOs  Media coverage
<b>4.3</b> How well has the CSO succeeded in making a contribution towards Finnish development policy objectives, including the HRBA?	Comparison between Finnish policy priorities including HRBA and CSO reported outcomes	Document review  Interviews with CSO and MFA	Policy reviews and evaluations  Link between reports and CSO's theory of change
<b>4.4</b> To what extent can the outputs and outcomes be attributed to PBS?	Comparison between programme and non-PBS results (before and after, with and without)	Document review  CSO and partner CSO interviews  Email survey	PBS agreements and minutes  Progress reports  Evaluations  RBM analysis
<b>4.5</b> Has the programme contributed to the achievement of CCOs (including gender equality, reduction of inequalities and promotion of climate sustainability)?	Evidence of improvement in the benefits accruing to women and girls, and to people with disabilities. Evidence of their increased empowerment as a result of the activities.  Evidence of changing attitudes to marginal groups, climate change and inequality amongst decision makers or duty bearers  <b>Assumption A7 tested</b>	Document review  Direct observation of partner CSO  Interviews with marginalised / vulnerable groups	Gender reports  Climate reports  Human rights reports

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
<b>EQ5. Impact: Is there evidence of impact of the CSO programmes in partner countries or Finland?</b>			
<b>5.1</b> To what extent have the outputs and outcomes impacted communities and civil societies, rights holders and beneficiaries of the partner countries or – in the case of UOs in particular – in Finland?	<p>Evidence of wider impact based on direct or proxy indicators, contribution analysis</p> <p>Evidence of wider impact on CCOs</p> <p>Level of CSO's contribution to impact observed</p> <p><b>Assumption A1 tested</b></p>	<p>Document review</p> <p>Field interviews with ultimate stakeholder groups</p> <p>Media analysis</p>	<p>Evaluation reports</p> <p>Statistical data</p> <p>Other government or donor reports, media</p>
<b>EQ6. Sustainability: Will the achievements of the organisations likely continue and spread after withdrawal of external support and what are the factors affecting that likelihood?</b>			
<b>6.1</b> Will any identified achievements of the CSO (Including for CCOs) be sustainable in terms of economic, financial, institutional, socio-cultural and environmental aspects?	<p>Extent to which results achieved persist after funding ends</p> <p>Extent (%) of complementary funding from other sources supporting results or objectives of the CSO</p> <p>Extent to which CSO guidance and implementation prioritise sustainability and handover</p> <p>Compliance of the CSO operations with the guidance concerning environmental and financial sustainability, and cross-cutting issues. Evidence that such compliance is monitored</p> <p><b>Assumption A2 tested</b></p>	<p>Document review</p> <p>Interviews with CSO and CSO partners, and other donors</p>	<p>Existing evaluations (and other relevant), reviews and reports on CSO related activities</p>
<b>6.2</b> Is there adequate ownership by partner organisations and at community level of the programme (in Finland and abroad)?	<p>The extent that partner organisations lead or at least participate in decision processes</p> <p>The extent that beneficiary groups have participated in decisions during implementation</p> <p>The extent that partners take own initiatives to address problems; the extent that the Finnish CSO funding to partner organisations constitutes core support</p> <p>The extent that partners describe programme as theirs</p> <p><b>Assumption A4 tested</b></p>	<p>Document review</p> <p>Interviews with partner CSOs and beneficiaries</p>	<p>CSO plans and strategies</p> <p>Meeting minutes</p> <p>Budget/funding reports</p>
<b>6.3</b> Has an exit strategy been developed and if so, how well is it being implemented?	<p>Documentation of the implementation of an exit/sustainability strategy.</p> <p>Level of own fund raising</p>	<p>Document review</p> <p>Interviews with partner CSOs</p>	<p>CSO plans and strategies</p> <p>Budget/funding reports</p>
<b>6.4</b> Have partners established sound operational and financial practices likely to be able to attract other external support?	<p>Level of adherence to norms for CSO operational / financial sustainability (permanent staffing, financial reserves, legal status, long term plans etc.)</p> <p><b>Assumption A3 tested</b></p>	<p>Document review</p> <p>Interviews with partner CSOs</p>	<p>CSO plans and strategies</p> <p>Budget/funding reports</p> <p>Audit reports</p>

# ANNEX 7: LIST OF PROJECTS

	Code	Project	Country	Start	2007-2011	2012-2015	Partner
<b>Finland Swedish Baptist Union; Finland's svenska baptistsamfund (FSB)</b>							
1	288FSB04	PAPACH (Child-headed Households)	Zambia	2008 -	262,400	closed	Serve Zambia Foundation, (Mpatamatu Home Based Care)
2	278FSB05 978FSB05	Project planning/ School Project	South Sudan	2014		98,000 50,000	African Inland Church (AIC) Airport View School
3	764FSB01	Education and Rehabilitation for People with Disabilities	Thailand		332,400	417,500	Thailand Karen Baptist Convention
<b>United Methodist Church Finland; Finlands svenska Metodistkyrka (FSMK)</b>							
4	248FSM06	Word of Faith Community College Hostels	Kenya	2007-		142,050	Word of Faith Church
5	265FSM07	Extension for Home of Hope	Zimbabwe	2008-		156,300	Home of Hope Orphanage
6	728FSM01 728FSM08	Food Security & Sustainable Livelihood through Integrated Farming System (IFS)	Cambodia	2004 2007-2012		18,300 36,540	Community Health and Agricultural Development)/ Methodist Mission and the United Methodist Church
<b>Finland's Swedish Pentecostal Mission; Finlands svenska Pingstmission r.f. (FSPM)</b>							
7	282FSP15	Habari Maalum College	Tanzania	2007-	875,000	1,041,000	Free Pentecostal Church in Tanzania (FPCT) and Habari MaalumMedia
8	282FSP21	Kibreli Capacity Strengthening Project	Tanzania		193,500	190,000	Free Pentecostal Church in Tanzania (FPCT)
9	282FSP04	Nyamahanga Children's Village	Tanzania	2007-	267,500	77,000	Free Pentecostal Church in Tanzania (FPCT)
10	282FSP20	Nyamahanga Teacher's College	Tanzania	2007-	272,500	187,000	Free Pentecostal Church in Tanzania (FPCT)
11	282FSP28	Social and Rights Development of Children with Disability	Tanzania			50,000	Free Pentecostal Church of Tanzania, Nyamahanga Biharamulo Tanzania
12	282FSP30	Streetchildren i Dodoma	Tanzania			65,000	Free Pentecostal Church of Tanzania (FPCT)
13	236FSP02	Health centre Agla	Benin	2007-	496,000	165,000	Alliance NGO
14	236FSP24	Health centre Godomey	Benin		202,000	192,000	Action & Impact Plus NGO
15	228FSP22	Returnees Reintegration Project	Burundi		174,000	222,000	Community of Pentecostal Churches in Burundi

	Code	Project	Country	Start	2007-2011	2012-2015	Partner
16	228FSP25	Drug abuse reintegration Project	Burundi			72,000	Community of Pentecostal Churches in Burundi
17	238FSP25	Hiyaw Tesfa Media Academy	Ethiopia			220,000	Hiyaw Tesfa Spiritual Ministry
18	755FSP19	Multi-Rural Development Project	Filippines	2007-	556,000	662,000	Jireh Mission Foundation Inc. and FHP Dev. Found. In Leyte
19	645FSP07	Bethania School, Stone Crushing Labour Children School, Vocational Training Centre.	India	2007-	644,000	447,000	Christopher Ed. and Socioeconomic Dev. Association and United Christian Church
20	745FSP06	Quest College/ Multi-Rural Development Project	Laos		324,300	268,000	Life Impr. Foundation of Children and Youth/ Thipvaly College
<b>Free Evangelical Church of Finland; Missionskyrkan i Finland (MKF)</b>							
21	282FSF16 282FSF18	New Life Academy	Tanzania			202,100 242,900	New Life Outreach
22	625FSF13	Community Development Lal	Afghanistan			14, 600	International Assistance Mission
23	446FSF03	Social Development	Guyana	2007 -	492,400	526,400	Full Gospel Fellowship (FGF)
24	457FSF07	Social Center	Surinam	2007-2013	321,000	74,300	Full Gospel Fellowship (FGF)
25	431FSF08	Capacity Devel. Rio de Janeiro	Brasil	2007 -	388,500	344,100	Oikos
<b>Friends of the Martyred Church; Martyrkyrkans vänner (MKV)</b>							
26	550FSV01	Seeds of Hope Cultural Center	Palestine	2007-	299,706	360,000	Seeds of Hope Inc.

## ANNEX 8: PROGRAMME FUNDING

	2010		2011		2012	
	Budget (€)	Exp (€)	Budget (€)	Exp (€)	Budget (€)	Exp (€)
<b>Project Costs</b>	1,747,353	1,611,431	1,781,000	1,631,298	1,820,200	2,083,233
<b>Project Planning and Evaluation, Resource Development</b>	135,000	107,804	90,000	59,542	90,000	83,708
<b>Information and Publicity Activities</b>	24,000	13,953	36,000	27,854	48,000	45,727
<b>Administration</b>		174,929		170,723		209,597
<b>TOTAL</b>	<b>1,906,353</b>	<b>1,908,117</b>	<b>1,907,000</b>	<b>1,889,417</b>	<b>1,958,200</b>	<b>2,422,265</b>

	2013		2014		2015	
	Budget (€)	Exp (€)	Budget (€)	Exp (€)	Budget (€)	Exp (€)
<b>Project Costs</b>	1,915,180	1,758,582	1,815,998	1,812,575	1,962,626	1,748,307
<b>Project Planning and Evaluation, Resource Development</b>	9,000	92,446	90,000	87,960	108,000	78,958
<b>Information and Publicity Activities</b>	41,500	47,105	46,000	48,658	60,000	53,459
<b>Administration</b>	215,700	183,256	214,243	188,332	180,374	172,212
<b>TOTAL</b>	<b>2,181,380</b>	<b>2,081,389</b>	<b>2,166,241</b>	<b>2,137,525</b>	<b>2,311,000</b>	<b>2,052,936</b>

# **EVALUATION**

**PROGRAMME-BASED SUPPORT THROUGH  
FINNISH CIVIL SOCIETY ORGANIZATIONS III:  
FREE CHURCH FEDERATION IN FINLAND  
2017**



**MINISTRY FOR FOREIGN  
AFFAIRS OF FINLAND**