



OCTOBER 2022

MID TERM EVALUATION OF THE FCA GLOBAL PROGRAMME

FINAL REPORT

APPRAISAL CONSULTING RV KY
RAISA VENÄLÄINEN AND KRISTIINA MIKKOLA




Table of Content

Executive Summary	5
1. Introduction.....	8
1.1. Purpose of the Mid-Term evaluation	8
1.2. Scope of the Mid-Term evaluation.....	9
1.3. Methodology	10
2. Relevance.....	11
2.1. Contextual factors	12
2.1. Global Programme evolution 2018 - 2022	13
2.2. Driving forces for Strategic Choices of FCA work	19
3. Global Programme as Strategic Guidance	19
3.1. Purpose and role of the Global Programme.....	19
4. Coherence.....	29
4.1. External and Internal Coherence.....	29
5. Conclusions and recommendations	33
Annex 1 Evaluation matrix.....	37
Annex 2 Evaluation questions and suggested modifications	39
Annex 3 Theory of Change.....	42
Annex 4 SWOT analysis.....	44
Annex 5 Documents consulted.....	48
Annex 6 Persons consulted	51
Annex 7 Supplementary data tables to the financial and institutional donor analysis.....	53
Annex 8 Donor list per countries during 2018-2021	58
Annex 9 Survey	59
Annex 10 Terms of Reference	61

Abbreviations

ACT (Alliance)	Action by Churches Together
AVSI	AVSI Foundation
BoD	Board of Directors
CAR	Central African Republic
CERF	Central Emergency Response Fund of the UN
CFGB	Canadian Foodgrains Bank
CGA	Charlie Goldsmith Associates
CGC	Career Guidance and Counselling
CHF	CAR Humanitarian Fund (one of UN's Country-based pooled funds)
CHS	Core Humanitarian Standard
CO	Country Office
CP	Country Programme
CSO	Civil Society Organisation
BPRM	Bureau of Population, Refugees and Migration (humanitarian bureau of the US Department of State)
CEO	Chief Executive Officer
CGC	Career Guidance and Counselling
CPAP	Country Programme Annual Plan
CPAR	Country Programme Annual Report
DANIDA	Danish International Development Agency
DCA	DanChurchAid
DD	Deputy Executive Director
Dev	Development assistance (of MFA funds)
DG DEVCO	Directorate General for International Cooperation and Development (now DG INTPA)
DG INTPA	Directorate General for International Partnerships
DF	Development Fund
DP	Development Partner
ECD	Early Childhood Development
ECHO	European Commission Humanitarian Aid Department
ECW	Education Cannot Wait
ED	Executive Director
EiE	Education in Emergencies
ENABEL	Belgian Development Agency
EQ	Evaluation Question
EU	European Union
EU-EACEA	EU Education, Audio-visual and Culture Executive Agency (funding for EU Aid Volunteers projects)
EU-EEAS	EU European External Action Service
EU-EIDHR	EU DG DEVCO European Instrument for Democracy and Human Rights
EU-EuropeAid	EU DG DEVCO (now DG INTPA)
EU-FPI	EU DG Service for Foreign Policy Instruments
EU-HOME	EU DG for Migration and Home Affairs
EU-Horizon	EU Research and innovation funding programme
EU TF Africa	EU Emergency Trust Fund for Africa
FCA	Finn Church Aid
FGD	Focus Group Discussion
FOSD	Finance and Operations Support Department
FUND	Funding Department
GLT	Global Leadership Team
GP	Global Programme
GPE	Global Partnership for Education

HA	Humanitarian assistance (of MFA funds)
HARP-F	Foreign, Commonwealth and Development Office-funded Myanmar Humanitarian Assistance and Resilience Programme Facility
HRBA	Human-Right Based Approach
ICCO	Inter-Church Organization for Development Cooperation
IOPT	Israel and the Occupied Palestinian Territories
IP	Implementing Partner
KAICIID	King Abdullah Bin Abdulaziz International Centre for International Dialogue
KfW	German state-owned investment and development bank
LWF	Lutheran World Federation
M&E	Monitoring and Evaluation
MFA	Ministry for Foreign Affairs (of Finland) or Ministry of Foreign Affairs (of Netherlands or Estonia)
MFA ALI-20	Finnish MFA Department for Africa and Middle East
MFA Devt.	Finnish MFA, Programme support to development projects (see MFA Frame)
MFA EU Support	Finnish MFA Co-funding in EU-funded projects
MFA Frame	Finnish MFA, Programme support to development projects (same as MFA Devt.)
MFA Hum	Finnish MFA Humanitarian funding
MFA Pol	Finnish MFA Political Department
MHF	Myanmar Humanitarian Fund (one of UN's Country Based Pooled Funds)
MINUSCA	United Nations Multidimensional Integrated Stabilization Mission of the Central African Republic
MO	Main objective
Mondo	NGO in Estonia
MT	Management Team
MTE	Mid-term evaluation
Mondo	NGO Mondo (Estonia)
NCA	Norwegian Church Aid
NETWS	Network for Religious and Traditional Peacemakers
NGO	Non-Governmental Organisation
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD/DAC	Organisation for Economic Co-operation and Development, Development Assistance Committee
PCSD	Policy Coherence for Sustainable Development
PSD	Programme Support Development
PWRDF	Primate's World Relief and Development Fund (Canada)
RBA	Rights Based Approach
RBM	Results-based Management
Religions for Peace	Global movement /network (based in the USA)
R2QE	Right to Quality Education
R2L	Right to Livelihood
R2P	Right to Peace
SAC	Service and Accountability Centre
SAC MT	Service and Accountability Centre Management Team
SDU	Strategy Development Unit
SO	Specific Objective
SHF	Syria Humanitarian Fund (one of UN's Country Based Pooled Funds)
Sida	Swedish International Development Cooperation Agency
SSF	Somalia Stability Fund
SSHF	South Sudan Humanitarian Financing (of UN OCHA)
SSF GESI	Somalia Stability Fund Gender Equality & Social Inclusion
TBA	To be announced
ToC	Theory of Change
ToR	Terms of Reference

TVET	Technical and Vocational Education and Training
UN	United Nations
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UN RSRTF	Reconciliation, Stabilization, and Resilience Trust Fund; under UN-Multi Partner Trust Fund (in South Sudan)
UNDP	United National Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNOPS	United Nations Office for Project Services
USAID	United States Agency for International Development
US-DOS	United States Department of State
WB	Women's Bank

Executive Summary

Finn Church Aid (FCA) is the largest Finnish NGO in development cooperation and provider of humanitarian assistance. FCA Global Strategy 2017 sets the framework for FCA's work. The work of the FCA is geared around three themes: Right to Quality Education (R2QE), Right to Livelihood (R2L) and Right to Peace (R2P). The main modalities of the FCA's work include humanitarian aid, development cooperation, advocacy and investment. FCA is committed to promote Rights-Based Approach (RBA).

FCA's first comprehensive Global Programme was developed in 2017 and its implementation started in 2018. It initially covered the period 2018-2023. The Global Programme has evolved and it was updated for years 2022 – 2025. The programme is implemented in 12 countries where the thematic focus, funding base, implementation modalities and partnerships vary between.

This Mid Term Evaluation covers the period 2018 – 2022. It is a strategic evaluation aiming to identify what role the Global Programme plays in the strategic guidance of the FCA actions. Document review, interviews, and Focus Group Discussions (FDGs), semi structured and an online survey were used for data collection. A total number of 55 people in the Service and Accountability Center and in all FCA Country Offices were consulted. Based on the findings the provides recommendations for the necessary revisions and corrective actions on FCA 2022-2025 Global Programme and FCA Global Strategy. The following table summarises the conclusions and recommendations. More detailed table can be found in Chapter 5.

FCA's financial resources have grown significantly during the four-year period under review: total FCA costs have increased from EUR 40.5 million (2018) to almost EUR 55 million (2021). Availability of funding for humanitarian aid has been the main determinant for the choice of the implementation modalities, while the three thematic areas of R2QE, R2L and R2P form the overall framework for the strategic choices for the FCA operations. The evolution has been driven by the growth and financing opportunities, with less focus on the potential developmental impacts.

Efforts have been made to develop a comprehensive ToC. However, because there are different objectives for the Global Strategy and Global Programme it is challenging to demonstrate the results pathways in a reliable manner. The programme is build and can further be build on its strengths such as the three themes, synergies, nexus among others. Synergies are successfully implemented but not properly reported and analysed at the GP level. Engagement in humanitarian aid and development work provides an opportunity to implement nexus in a flexible manner. Implementation modalities provide an opportunity for contextualised approach. However, while localisation and nexus are spelled out in the Global Programme Document, they are not fully implemented.

Although context analysis and thematic assessments are conducted both at country and global level, the Global Programme still lacks an analytical approach which would demonstrate the FCA's work in the global context. While the Country Strategies discuss the country contexts, the Global Programme context analysis should have a sharp focus on the strategic themes and countries / regions where the Global Programme will be implemented.

The MTE found that there are different views among the FCA staff on the purpose of the Global programme, whether it is a tool to illustrate the niche of FCA's work, a monitoring tool to MFA or a strategic guide. The Programme Document is broad and contains a lot of good information but its role as a strategic guide is limited.

FCA aligns its work with international treaties but yet needs to explain how these treaties are operationalised. FCA also participates in several coordination platforms at country and global levels, but the results are not reported. Internal coherence could be promoted by synchronizing the set of various guides and ensuring that those guides address the synergies between themes, nexus and localisation, when feasible.

The strategic guidance system which also includes planning and reporting has many layers. Till 2022, there has been no system to trace financial data by theme, but the new SAMPO system is able to do so. It is also important to remember that decentralised data entry brings its own problems, so data quality controls should be looked into. Feedback from the COs indicate that there is good communication with the SAC and so far the experiences on the new management structure have been mainly positive. However, there are concerns on how the country-specific knowledge can be ensured within SAC.

The FCA Global programme is broad and has many elements, which are not possible to analyse across the countries through one MTE. Therefore, the MTE considers that the FCA could promote thematic evaluations and reviews on certain themes to generate lessons learned. Those themes could be localisation, nexus implementation, COVID-19 response, management review and innovations

Based on the above findings and conclusions, the MTE makes the following recommendations.

Evaluation objective 1 Programme evolution

1. FCA should critically analyse the overall set up of the programme results versus themes and develop a comprehensive Theory of Change. The intended results and impacts of the programme should be defined in a measurable manner.
2. The Country Strategies and the Global Programme should be accompanied with an analysis of the expected developmental impact.
3. FCA should define what the purpose of the Global Programme is, and who its main users are.
4. FCA should simplify and streamline the Global Programme document and make it shorter.

Evaluation objective 2 More impactful Global Programme

5. The Global Programme should be developed in a collaborative manner with COs.
6. The programmatic strengths such as potential for implementing nexus and localisations should be better elaborated, guided and monitored.
7. The GP should be based on an analysis of needs and issues which the FCA through its operations wants to address. This analysis should be used for the development of the programme level ToC.
8. FCA should ensure that both SAC and COs have sufficient analytical capacity to develop aggregate context analyses, analysis of thematic sectors and how FCA's support contributes to them.
9. Thematic sectorial approach should be also reflected in the results framework, which should have indicators on themes, towards which the country interventions would contribute.

Evaluation objective 3: Coherence

10. The monitoring systems should capture information on efforts and results on FCA's participation and contribution of international and coordination platforms.
11. FCA should ensure that various guidelines are aligned with each other and that the issues of synergies between themes, localisation and nexus are taken into account in those guides. Digital (interactive) form of guides could be considered

Evaluation objective 4: Management approach

12. Financial analysis should be part of the GP and reporting.
13. FCA should ensure that there is sufficient human resources and technical expertise available in the specific thematic issues as well as with regards to humanitarian aid and other central themes of the Global Programme.
14. In order to ensure that there is sufficient context and country-specific expertise in SAC, the MTE considers that SAC could establish Regional Desk Officer posts for that purpose.

FCA Global Strategy revision

15. The FCA should continue its work in the three thematic areas.
16. The MTE suggests to FCA to carry out thematic evaluations and reviews on central elements of its programme.
17. The new Strategy should be made accessible and easy to read.

1. Introduction

Finn Church Aid (FCA) is the largest Finnish NGO in development cooperation and provider of humanitarian assistance. FCA has experienced steady growth in recent years and managed to diversify its funding base. In 2018, FCA expended a total of EUR 40.5 million, while in 2020, FCA's total expenditure was already EUR 47.8 million, spent on international aid and domestic operations. Income from international funding sources has grown considerably (e.g., EU, ECHO, ACT, SSF, USAID, UN organisations) and was EUR 23.2 million and amounted to 48,6 % of the total income.

FCA is currently undergoing an organizational change process that started in 2019. The process has focused on the continued delegation of powers to FCA country offices and the transformation and restructuring of Helsinki Head Office into a Service and Accountability Centre (SAC). FCA's country offices have the main responsibility for programme implementation. The responsibilities of SAC include overall strategic leadership, outlining general frameworks and a number of support and coordination functions. FCA has a permanent field presence and country office in 11 countries in Africa, Asia and Middle East.

FCA Global Strategy 2017 sets the framework for FCA's work to support people in making a positive, sustainable change that enables the creation of resilient and just societies where basic human rights are fulfilled. The Strategy and consequently the Global Programme is geared around three themes: Right to Education (R2QE), Right to Livelihood (R2L) and Right to Peace (R2P). The main modalities of the FCA's work include humanitarian aid, development cooperation, advocacy and investment. FCA is committed to promote Rights-Based Approach (RBA).

FCA's Global Programme (GP) translates FCA's Strategy into practice. FCA's first comprehensive Global Programme was developed in 2017 and its implementation started in 2018. It initially covered the period 2018-2023. Between 2018 and 2022 the Global Programme has evolved and grown, while at the same time the thematic focus, funding base, implementation modalities and partnerships vary between the different country programmes.

The Global Programme 2022-2025 was designed in the spring of 2021 to respond to the current development challenges. In practice the Global Programme 2018-2023 covered four years (2018-2021) and the new GP covers the years 2022-2025. It defines a number of cross-cutting issues and complementary approaches setting a minimum standard for all its working modalities. The three cross-cutting issues are common to all FCA working modalities: 1) Gender Equality and Social Inclusion, 2) Climate action and environmental protection and 3) Do No Harm and Conflict sensitivity. In addition to RBA and Resilience, also Innovation, Triple Nexus and promoting the Localisation Agenda are important aspects in FCA's programme work (Global Programme 2022-2025).

1.1. Purpose of the Mid-Term evaluation

The overall purpose of the mid-term evaluation is to make observations, conclusions and recommendations for the necessary revisions and corrective actions on FCA 2022-2025 Global Programme and FCA Global Strategy for maximum positive results. The specific objectives of the mid-term evaluation are:

- 1) To increase FCA's understanding of FCA Global Programme's evolution from 2018 to what it is today, and the direction and contents of the work, against the current major global and country specific changes and trends;

- 2) To establish FCA’s Global Programme’s programmatic strengths, also as they relate to other actors and partnerships, draw key lessons learnt and keys to success, and provide practical recommendations for more relevant and impactful programming;
- 3) To assess the coherence between FCA Global Strategy 2017- onwards and Global Programme 2022-2025 and against the above observations and make recommendations for future FCA Global Strategy revision (see also section 4 and Coherence);
- 4) To assess the effectiveness of FCA’s management approach in taking advantage of the available programmatic and other analyses to provide timely strategic and programmatic guidance and make practical recommendations for enhanced decision-making.

The results of the mid-term evaluation will serve both internal and external audiences. Internally, FCA will use the observations and recommendation for the further development of its Global Programme, the related processes and capacity building efforts as well as in support of FCA Global Strategy review process. The results will be also shared with relevant partners and other stakeholders and donors.

The Mid Term Evaluation Questions (EQs) were elaborated during the Inception Phase and they are presented in Table 1 below. Some modifications were proposed in the Inception Report and approved by the FCA.

Table 1 Mid Term Evaluation Questions

Relevance	
EQ1	To what extent does the Global Programme design respond to the global and country level (thematic, political etc.) needs and changes? ¹
EQ 2	How does the Global Programme guide the country level programming?
Global Programme Management	
EQ 3	How do the existing mechanisms for monitoring and learning support the coherence and relevance of FCA’s Global Strategy and Global Programme?
EQ 4	How adaptive is FCA’s management of its Global Programme in ensuring its continued relevance?
Coherence	
EQ 5	By which means and to what extent has FCA ensured coherence and taken advantage of complementarity with other actors and stakeholders on global and national levels, in its programming and operations?
EQ 6	To what extent has FCA ensured internal coherence in programming and operations between FCA’s Global strategy and FCA Global Programme (programming, global and country context mega trends, objectives, ToC etc.)?

1.2. Scope of the Mid-Term evaluation

The scope of this mid-term evaluation is on **strategic guidance of the FCA Global Programme**. This includes analysing the design of the Global Programme, how it is transferred to Country Programmes and what feedback loops it contains. The MTE will cover FCA Global Programme 2018-2022 (present day). It covers:

- all three thematic focus areas (R2QE, R2L and R2P)
- humanitarian aid and development cooperation of the FCA (advocacy and investment are also FCA operational modalities, but not included in this evaluation),

¹ This EQ was modified from the original ToR see Annex 4.

- the integration of the rights-based approach and the four cross-cutting issues: gender equality and social inclusion (incl. disability inclusion); Do no Harm and conflict sensitivity; climate change and environmental protection; and innovation.
- the translation of the strategic priorities into main partnerships (in addition to local NGOs/CSOs, FCA works with a wide variety of partners, local communities, INGOs, UN partners, Ministries in country, Global Partnership for Education (GPE), Education Cannot Wait (ECW) etc.)

The scope of this evaluation does not cover FCA’s own networks or volunteer work. It has been agreed to narrow the scope of the evaluation to the implementation modalities of humanitarian aid and development aid as it is anticipated that a separate advocacy review is in the pipeline. Investments are excluded from the scope as they do not relate directly to the programming and Evaluation Questions. It is to be noted that the last point related to partnerships would have required consultations with the partners which was not possible within the given resources.

1.3. Methodology

Mixed methods were used to collect data, including document review, interviews, and Focus Group Discussions (FDGs). Semi structured interview guides were used in the interviews. An online survey was developed based on the MTE questions in the ToR and administered to 56 Country Office (CO) staff members. A list of SAC level colleagues with their positions and functions were shared with the evaluation team, at the team’s specific request. Because nearly all individuals were interviewed, the MTE team decided not to conduct a survey with this audience.

A *kick-off meeting* was held to discuss the ToR and the overall approach. In this meeting, it was agreed that country case studies would not be conducted but the MTE would focus on the role of the GP as a strategic guidance. However, it was agreed that the recent evaluation of the Uganda Country programme², carried out by the Team leader of this MTE, can be used as a reference where feasible.

An *inception workshop* was held with ten FCA staff members to discuss the external and internal factors which have influenced the programme planning and implementation (EQ1). FCA provided financial data and a set of documentation. The following table summarises the number of persons consulted.

Table 2 Number of persons consulted

SAC staff	24 persons
Country Offices	
- Management	15 persons
- Thematic	12 persons
- Survey	28 responses (response rate 50%)
Other (MFA, FCA Board, former FCA staff)	4 persons

Triangulation of data sources and methods was used systematically as main method of data analysis, i.e. using of various data sources on and data collection methods on the same topic. This improves the validity and reliability of the evaluation. Thus, the conclusions are based on responses from three or more respondents referring to the same issue and/or also documentary evidence. Conclusions are based on findings and recommendations arise from conclusions. Individual responses are raised only if they have significant value for the MTE findings. The MTE also produced a SWOT based on the interview findings as a

² Venäläinen, Kibombo and Baru (2022): Evaluation of the Uganda Country Programme. Appraisal Consulting RV Ky.

basis for its analysis but it is not reflected in the main report because of being based only on one source of data, which could create a bias.

Limitations and issues

The MTE did not experience any major limitations in the implementation of this assignment. The SAC and CO staff has been very responsive and supportive in this evaluation. The interviewees were open and were willing to share their thoughts and experiences.

The ToR and the scope and objectives of the MTE were broad and covering all aspects would have required more resources and variety of methodologies. This was addressed already in the kick-off meeting when some elements were left out from the MTE scope. Further on, in the Inception Report the MTE team suggested changes in the scope and proposed revised EQs and markers to be used as main reference for the data collection (see Annex 2). Nevertheless, despite of these efforts, the scope of the MTE remained broad and unlike assumed during the inception, the interviews and survey did not manage to collect sufficient data to conduct a reliable analysis on all details incorporated in the evaluation questions. Among these topics are, for example, cross-cutting objectives and innovation. As indicated above, some issues to be addressed would have required stakeholder consultation which was not possible within the given resources.

Structure of the report

The findings of the evaluation are presented in the following chapters. The presentation is structured according to the main Evaluation Questions (EQs) presented in the Evaluation Matrix and in the table 1 above.

In Chapter 1 of the report, the Global Programme is briefly introduced together with the purpose and scope of the MTE and methodology and limitations of the MTE. This is then followed by two main chapters where findings of the MTE are presented. The findings are based on both primary data (interviews and survey) and secondary data (extensive volume of documents reviewed). In Chapter 2, findings on relevance are presented in three sub-chapters that address the evolution of the Global Programme during 2018-2022, the driving forces for strategic choices and the role of the Global Programme as a strategic guidance document. Discussion on findings in Chapter 3 is on coherence and focuses on external and internal coherence as well as monitoring of coherence. Chapter 4 presents our conclusions that arise from the findings and finally Chapter 5 the recommendations. Recommendations are only provided on the conclusions that in our opinion require action on behalf of FCA. The EQ 4.1. and 2.4. as well as 2.6. and 6.4. are combined to avoid overlapping.

2. Relevance

What changes at global, country level and institutional changes have taken place during the programme implementation period 2018 – 2022 and during the programme planning and how have they influenced the programme ? (EQ 1.1.)

This section discusses the contextual factors of the FCA programme Implementation (EQ 1.1.), the evolution of the programme during the implementation period 2018 – 2022, and the driving forces for the strategic choices (1.2.)³. Data on the contextual factors was collected in the inception workshop with SAC staff, and

³ Reference is made to the Annex 1 Evaluation Matrix which was used as framework for data collection.

through document review and interviews. However, as indicated in the Inception Report (and in the Annex 2, which presents the modifications for the EQs) a robust analysis of the global and country specific factors would have required a thorough country level socio-economic and policy analysis, which was not possible. Therefore the MTE looked at the country context through globally used fragility index, which uses twelve conflict risk indicators (see footnote).

2.1. Contextual factors

FCA operates in a global world where changes are unpredictable and sudden. FCA has made a strategic decision to focus on fragile contexts and countries where changes are evident.

Global issues. Global issues and ‘mega trends’ are identified both in the FCA’s Global Strategy and in the Global Programme. In the inception workshop FCA staff mapped out global issues which influence development such as climate change, digitalization, urbanisation, and shrinking civil society space, together with drought, floods, and natural hazards. The MTE observed that while global ‘mega’ trends were easily identified, less reference was made to issues related to the specific themes and sectors FCA works with such as education, civil society, and livelihood. The COVID-19 pandemic has been one of the global issues which has influenced the implementation of the GP. However, the FCA’s response to this pandemic and recovery is not addressed in this MTE. We believe that would need its own review.

Country specific factors. FCA has made a strategic decision to focus on fragile contexts and countries where it believes its work can have the greatest impact. The Global Programme refers to the OECD rating on chronically fragile states. This MTE, in turn, used the fragility index⁴ which uses a set of cohesion, economic development, political situation as well as social and crosscutting indicators (see footnote). According to the rating of the Index, all countries where FCA operates belong to the fragile or extremely fragile countries. Overall, the fragility status has remained the same in those countries over the programme period except in Myanmar, where fragility has increased. It is now rated as 10th, while it was ranked 35th when the programme started in 2018. CAR, Somalia, South Sudan and Syria belong to the most fragile countries.

⁴ The Fragile States Index is based on a conflict assessment framework – known as “CAST” Twelve conflict risk indicators are used: COHESION: C1: Security Apparatus; C2: Factionalized Elites and C3: Group Grievance ECONOMIC E1: Economic Decline, E2: Uneven Economic Development E3: Human Flight and Brain Drain; POLITICAL: P1: State Legitimacy P2: Public Services P3: Human Rights and Rule of Law; SOCIAL AND CROSSCUTTING INDICATORS: S1: Demographic Pressures, S2: Refugees and IDPs and X1: External Intervention. [Indicators | Fragile States Index](#)

Table 3 Fragility of partner countries

Fragility index 2016-2022								
	2016	2017	2018	2019	2020	2021	2022	OECD
Bangladesh	36	39	32	36	39	39	38	Fragile
Cambodia	46	50	53	54	55	54	50	Fragile
CAR	3	3	5	6	6	6	5	Extremely Fragile
Israel						148	146	
Israel and West Bank	69	69	66	67	69			
Jordan	77	71	70	69	67	67	67	
Kenya	20	22	17	25	29	32	33	Fragile
Myanmar	26	35	22	22	22	23	10	Fragile
Nepal	33	33	39	45	49	51	49	
Palestine						37	37	Fragile
Somalia	1	2	2	2	2	2	2	Extremely Fragile
South Sudan	2	1	1	3	3	4	3	Extremely Fragile
Syria	6	5	4	4	4	3	3	Extremely Fragile
Uganda	23	24	24	20	24	24	15	Fragile

2.1. Global Programme evolution 2018 - 2022

FCA's financial resources have grown significantly during the four-year period under review from EUR 40.5 million (2018) to almost EUR 55 million (2021).

In this section we analyse financial data related to the Global Programme, namely programme costs (delivery) and institutional funding during 2018-2021. The data that we use was compiled by FCA's Finance and Operations' Support Department staff and submitted to us in several Excel files in June 2022. It is therefore referenced as "FCA Financial data" across the MTE report. Some data tables and additional charts that we base our analysis on are available in Annex 5.

Income from international funding sources has grown considerably during period 2018 – 2021 (e.g., EU, ECHO, ACT, SSF, USAID, UN organisations). In 2018, international funding was EUR 10 million. International funding had grown to almost EUR 27 million in 2021 (see Annex 5).

Table 4 presents the key data regarding the programme costs in countries where FCA has had interventions during 2018-2021 and the division between humanitarian assistance and development cooperation costs. The table includes also information about the costs of the Network for Religious and Traditional Peacemakers which is otherwise not within the MTE scope and will not be discussed in the report. These figures do not include programme expenses arising from support functions in Finland (email V Kivimäki 16 August 2022).

Table 4 Actualised total costs (Humanitarian Assistance (HUM) - Development cooperation (DEV) division by Countries 2018-2021 (Source: FCA Financial data)⁵

COUNTRY	2018		2019		2020		2021	
	HUM	DEV	HUM	DEV	HUM	DEV	HUM	DEV
Bangladesh	303 561	0	541 131	0	627 393	0	232 511	0
Cambodia	33 674	625 616	27 356	973 475	0	939 443	0	910 833
CAR	1 357 562	199 361	1 184 230	276 238	1 824 644	361 652	1 790 218	388 675
Eritrea	0	668 322	0	662 717	0	107 488	0	0
Greece	310 125	0	360	0	55 777	0	252 799	0
Indonesia	111 792	0	140 321	0	84 095	0	0	0
IOPT	0	225 255	0	178 831	0	130 886	0	181 491
Jordan	660 188	894 243	562 253	952 292	247 413	970 325	202 318	1 199 075
Kenya	281 344	1 109 109	1 327 421	298 181	1 289 036	141 262	1 532 632	271 551
Lebanon	0	0	0	0	0	0	133 724	0
Liberia	0	255 173	0	17 231	0	71 388	0	4 330
Mozambique	0	0	370 781	0	91 980	0	0	0
Myanmar	313 569	695 344	378 048	1 052 166	287 995	707 570	688 551	402 038
Nepal	145 662	684 397	63 869	636 589	0	650 127	0	650 701
NETWS	0	1 818 672	0	2 035 429	0	1 803 772	0	2 392 184
Somalia	765 803	1 407 876	890 837	2 436 760	587 802	2 487 864	1 115 963	2 228 205
South Sudan	1 801 544	934 582	1 872 417	1 244 267	3 450 997	1 107 659	5 085 016	1 743 983
Syria	434 632	156 249	619 592	15 149	619 347	12 609	1 812 606	14 367
Uganda	4 611 836	1 817 563	7 978 944	1 667 231	11 341 580	1 845 417	11 722 222	2 849 405
"Global"	736 752	1 094 455	850 743	1 207 222	660 198	909 758	550 249	976 905
Sum	11 868 044	12 586 217	16 808 303	13 653 777	21 168 257	12 247 221	25 118 810	14 213 743
% of FCA total costs	29,29 %	31,06 %	36,27 %	29,46 %	44,30 %	25,63 %	45,82 %	25,93 %
other than hum or dev costs	16 062 906	39,64 %	15 885 543	34,27 %	14 373 372	30,08 %	15 484 845	28,25 %
Total FCA costs	2018		2019		2020		2021	
	40 517 168	100,00 %	46 347 623	100,00 %	47 788 849	100,00 %	54 817 398,50	100,00 %

The countries where FCA has had interventions can be categorised as follows:

- Only humanitarian assistance interventions in Bangladesh, Greece, Indonesia, Lebanon, and Mozambique
- Only development cooperation interventions in Eritrea, IOPT and Liberia (and NETWS).
- Both humanitarian and development assistance interventions in Cambodia, Central African Republic, Jordan, Kenya, Myanmar, Nepal, Somalia, South Sudan, Syria, Uganda, and in the category "Global".

It is noteworthy that humanitarian and development assistance costs (both translate to delivery) have followed a different trajectory. The delivery of development interventions has remained at a stable level. The number of country programmes consisting mostly of development cooperation has not grown (Figure 1). In most countries with increased delivery, the increment comes almost entirely from resources provided for humanitarian assistance (see Figure 2 below). During 2018-2021 the increase has been most pronounced in Uganda, South Sudan and Kenya.

⁵ This table is the source of data for all the charts in this chapter discussing Programme Costs during 2018-2021.

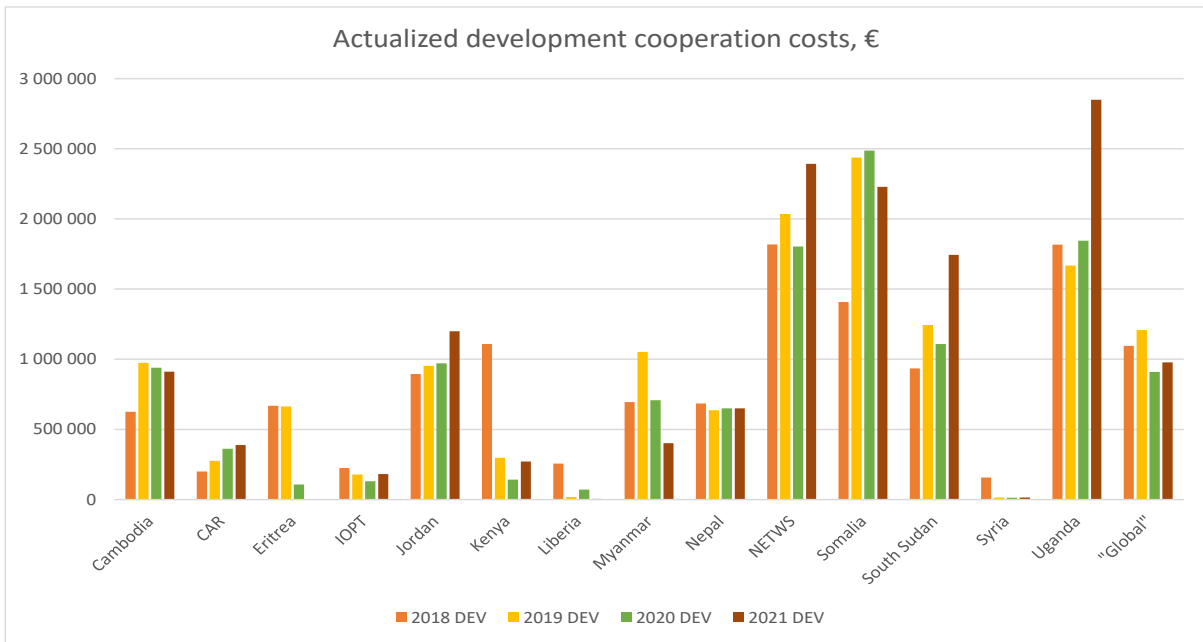


Figure 1 Actualised development costs, EUR per year country, 2018-2021 (Source: FCA Financial data)

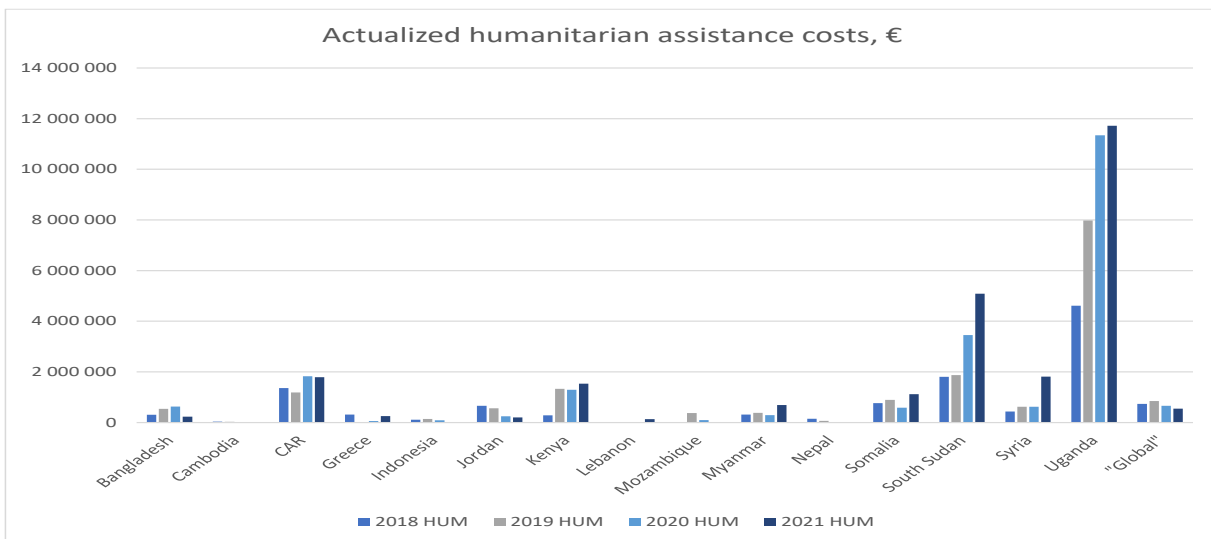


Figure 2 Actualised humanitarian assistance costs, EUR per year per country, 2018-2021 (Source: FCA Financial data)

When looking only through the lenses of delivery, the countries and Country Offices fall in different categories (Figure 3). As a result of tremendous growth, Uganda and South Sudan are on a league of their own, Uganda delivering over EUR 14 million and South Sudan close to EUR 8 million in 2021. They are followed by several countries with much lower financial delivery (Somalia over EUR 3 million and Central African Republic, Kenya and Jordan to the tune of EUR 2 million in 2021). The delivery of all other Country Offices has remained consistently below EUR 2 million per year over the four-year period. These include the current Country Offices Cambodia, IOPT, Myanmar, Nepal and Syria.

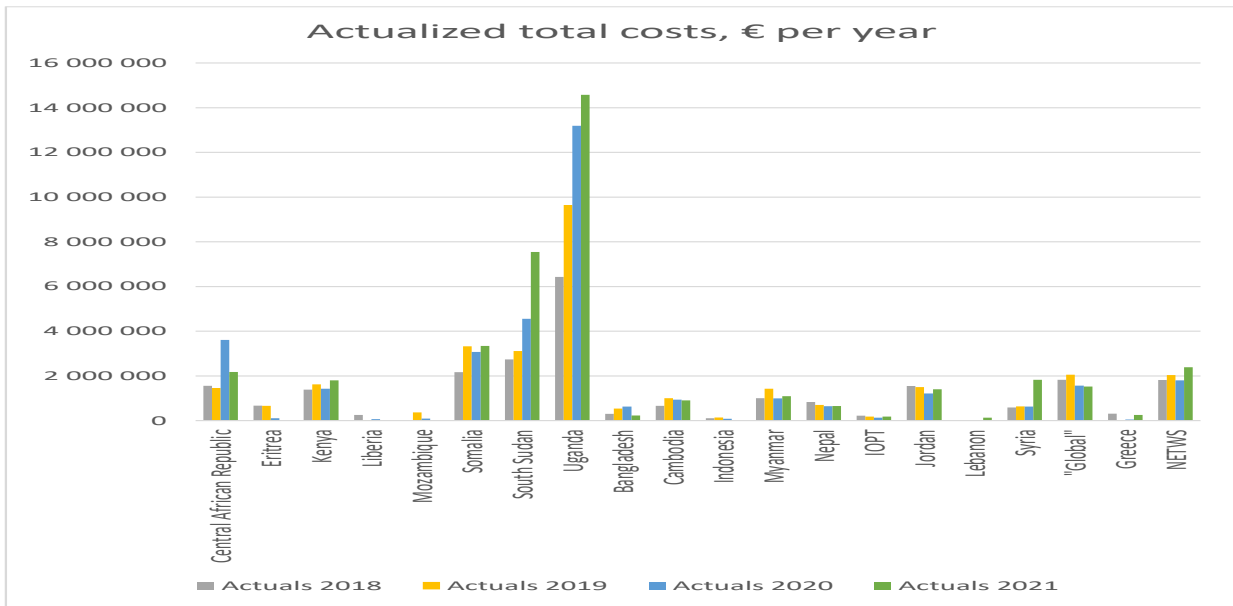


Figure 3 Actualised total costs (both humanitarian and development), EUR per year per country, 2018-2021 (Source: FCA Financial data)

Based on data in Table 4 (on page 11) it is evident that during 2018-2021, FCA has become increasingly dependent on three Country Offices in terms of delivery of funds: In 2018, Uganda, South Sudan and Somalia were the three largest COs with a combined share of 46 % Global Programme resources. By 2021 the share of these three COs has grown to 63%. During the programme period, the total delivery to African continent increased from 62 % (in 2018) to 73 % in 2021. The delivery of the country programmes in Asia reduced from 12 % in 2018 to 7 % in 2021 while in the Middle East it fluctuated between 6 % and 9 % during 2018-2021. The category “other” contains Global, Greece and NETWS and fluctuated from 16 % in 2021 to 10 % in 2020.

Income and donors Years 2018-2021

The main donor categories consist of Finnish government (primarily MFA development, humanitarian or other), EU (development and humanitarian), United Nations agencies and funds, other governments and other institutions. Most institutions specialise in either humanitarian or development funding. MFA Finland, MFA Netherlands, UN Women and US Government / Department of State are among the few institutions that have funded both humanitarian and development interventions. The agencies and institutional donors with significant funding inputs increasing their volume of funding to FCA include Education Cannot Wait (ECW), UNHCR, EU ECHO, EU development and US Government. The data tables and charts regarding all institutional donors and the type of funding provided by them (humanitarian / development) are available in Annex 5.

Funding from Finnish government (MFA) is significant because it provides core funding to Country Offices. It has remained at a stable level during 2018-2021. Also funding from UNICEF is at a significant level.

The biggest ten institutional donors and their funding during 2018-2021 are depicted in Figure 4. FCA’s institutional funding has doubled from 2018 to 2021: from EUR 19.3 million to EUR 37.2 million. The growth comes almost entirely from international sources.

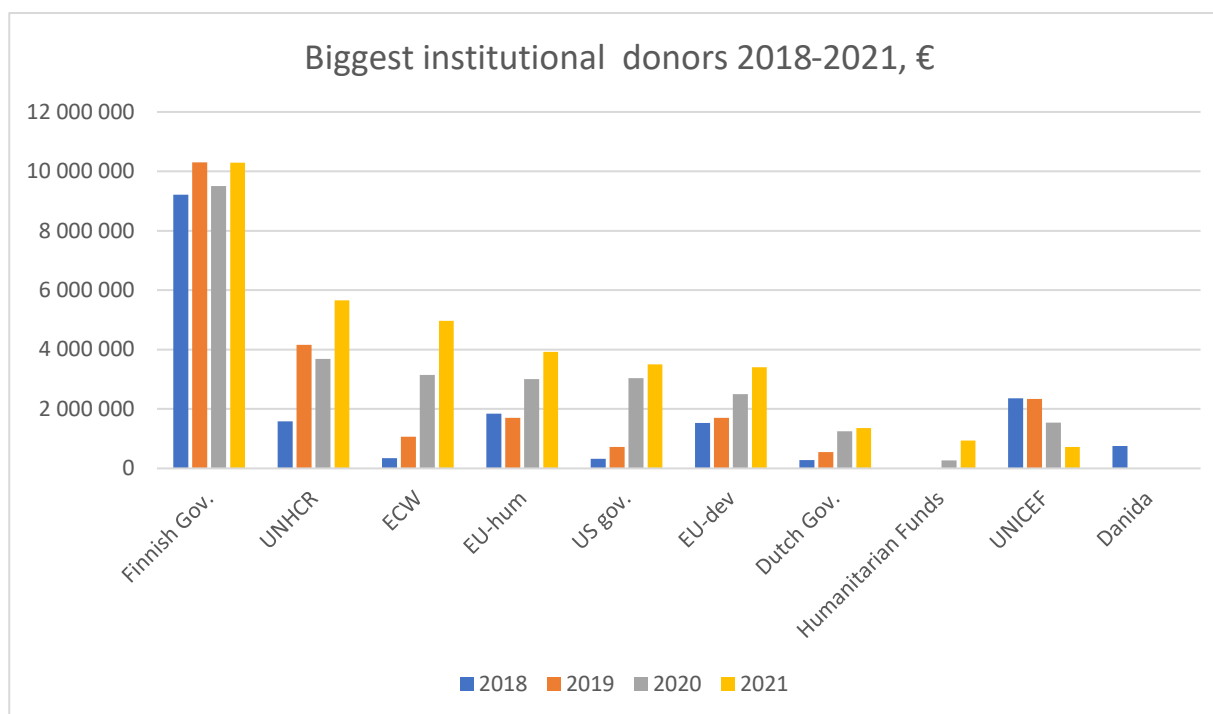


Figure 4 Biggest institutional donors 2018-2021

The number of projects by country during the evaluation period as well as number of funding sources by country is summarized below.

Table 5 Number of projects and funding sources per year, 2018-2021 (Source: GP Annual Reports)

Country	Year / Number of projects				Year / Number of funding sources			
	2018	2019	2020	2021	2018	2019	2020	2021
Afghanistan				1	0			?
Bangladesh	2	2	3	1	2	2	2	?
Cambodia	11	11	10	10	6	6	5	5
Central African Republic	11	10	12	13	6	9	10	10
DPRK (preparatory, no projects)				0	0			?
Eritrea	5	5			5	5		
Ethiopia				1	0			?
Greece	4				5			
Haiti				1	0			?
IOPT	6	5	5	5	3	2	2	3
Jordan	8	11	9	8	8	7	7	6
Kenya	9	13	14	11	5	8	5	8
Lebanon				1	0			?
Myanmar	18	19	17	10	8	9	8	5
Nepal	10	10	9	8	5	5	5	4
Somalia	13	10	12	12	11	11	9	8
South Sudan	14	13	20	18	10	10	11	11
Syria	7	5	6	8	2	3	4	4
Uganda	26	28	27	29	11	14	13	14
Total	144	142	144	137	-	-	-	-

Although growth in terms of available budget is evident, based on the data provided in the Annual Reports 2018 – 2021, the growth is not significantly reflected in the number of projects in the respective countries or in the total number of projects supported by FCA (has ranged from 137 to 144). The number of projects varies ranging from 1 to two projects in Bangladesh to 29 projects in Uganda. Generally, the number of projects by country has remained same over 2018 – 2021, with slight increase in South Sudan from 14 projects in 2018 to 18 projects in 2021.

The increase in the budgets is reflected in the total number of beneficiaries (both programme and non-programme countries) during 2019-2021. As data in Table 6 suggests, majority of the beneficiaries live in programme countries. Number of beneficiaries in non-programme countries fluctuates, for example, in 2020 their number was less than 20 000 and in 2021 approximately 50 000.

Table 6 Total FCA beneficiaries in all countries (Sources: Global Data Summaries 2020 and 2021)

Year	Number of direct beneficiaries, all countries	Year-to-year change
2019	399 837	
2020	465 776	16 %
2021	495 762	8.3 %

During the period 2018-2021 FCA projects were funded from 58 different funding sources (Table 5). A vast majority of these funding sources has only been accessed in one, two or three countries: out of the total, 36 have provided funding in one country and 15 in two or three countries. Only three institutional donors or funds have provided support in four or five countries (NETWS comparable to a country programme in this analysis). Those three are:

- EU-ECHO: Somalia, South Sudan, Syria and Uganda
- EU-EIDHR: Eritrea, Liberia, Nepal and NETWS
- MFA EU support: Eritrea, Liberia, NETWS and Somalia

Finally, four funding sources have been accessed in more than five countries. Those four are:

- ACT Alliance: Bangladesh, Cambodia, Greece, Somalia, South Sudan and Syria
- MFA framework on development: Cambodia, Central African Republic, IOPT, Jordan, Kenya, Myanmar, Nepal, Somalia, South Sudan and Uganda
- MFA humanitarian funding: Bangladesh, Central African Republic, Jordan, Kenya, Myanmar, Somalia, South Sudan, Syria and Uganda
- UNICEF: Central African Republic, Kenya, Nepal, South Sudan, Syria and Uganda

FCA has been receiving Humanitarian aid funding annually from MFA, but in 2022 the funding application was not approved. According to interviews with MFA, the MFA has paid more attention to the quality of work, localisation and in this round considered that the FCA's application did not meet the requirements.

2.2. Driving forces for Strategic Choices of FCA work

What are the driving forces and determinants of the strategic choices in terms of thematic areas, implementation modalities and partnership arrangements? (EQ 1.2.)

Availability of funding for humanitarian aid has been the main determinant for the choice of the implementation modalities.

Availability of funding. All interviewees concur that availability of humanitarian funding has directed the work of the FCA in the countries of operation and shaped its image as a humanitarian actor. This also directs the operational modalities and currently humanitarian work is a major part of FCA's portfolio. According to the interviews there has been 'some push' from the management towards financial growth. The Country Strategy template has a section for describing the plans for growth and one of the interviewees noted that '*- there was a pressure to grow -- now it comes more through how much money we give you in relation how much money you earn in the country. This bond is coming now.*'

The MTE found that while the growth has been in focus, less attention is given to the potential developmental impacts. The Uganda Country Programme is an example: As a response to the massive refugee influx in 2016⁶, the humanitarian funding to Uganda more than doubled from 2016 to 2017, opening new funding opportunities to the humanitarian actors. In line with the increased funding opportunities, also the UGACO portfolio expanded. However, based on the findings of the Uganda Country Programme evaluation (2022) this change is not seen in the developmental impacts of the County Programme .

3. Global Programme as Strategic Guidance

As per the Evaluation Matrix, the MTE examined what role the Global Programme has in guiding the countries in their programming. Perceptions from the stakeholders was collected through interviews, FDGs and through the online survey.

3.1. Purpose and role of the Global Programme

To what extent there is a common understanding about the purpose and role of the Global Programme? (EQ 2.1.)

There are different views among SAC and COs staff on the role of the Global Programme. Its role as a strategic guide for FCA's work is limited.

Purpose of the Global Programme. There is no common opinion among the FCA staff in SAC and COs on the purpose of the Global Programme. Some SAC members consider that it is the overall framework for demonstrating the niche and identity of the FCA, while some other interviewees consider that it is still mainly used as a reporting tool for the MFA. One interviewee pointed out that the GP '*is an attempt to explain to ourselves and to MFA and to the donors about the results*'. Some SAC members wondered whether SAC has failed to communicate the purpose to the COs, but the MTE considers that the Global Programme document itself needs to be modified to make its purpose clear.

⁶ Uganda received a historic single largest refugee influx from South Sudan with a total of 674,033 new refugee arrivals in Uganda in 2016 until the end of March 2017. reliefweb.int/report/uganda/uganda-2017-refugee-humanitarian-needs-overview

The GP is mainly for internal use by FCA, it *'...serves the FCA and MFA mainly, although attempts are made to make it more global'*. This comment is in line with the findings of the Uganda Country Programme evaluation which found that the funding agencies and even cluster partners did not show much interest in the Global Programme, and were not aware of it. They focus more on the thematic areas and the to the added value the FCA could bring in. As indicated by one interviewee, *'- global aggregations do not have purpose for us here. Donors want to know what FCA has done in this particular country, what is our capacity and added value'*.

How does the Global Programme Guide the countries in their programming?(EQ 2.2.)

The Global programme is used when Country Strategies are developed and updated.

Global Programme as a Strategic Guide. The interviewees both in SAC and COs concurred that the GP document serves as an overall description or narrative of the FCA work, but its role as a strategic guide for FCA's work is limited. The COs particularly pointed out that the strategic guidance comes from the Global Strategy and from the three thematic areas for FCA's work. In the discussion with the donors, Global Strategy is used as a reference, not the Global Programme. The MTE considers that, if this is the case, more focus should be put to development of indicators which would trace the achievements in the specific sectors where the FCA and donors work such as education, livelihood, peace, and civil society⁷.

Example. One evidence of the limited strategic guidance role of the GP is the weak transformation of the crosscutting themes such as social inclusion, in particular disability inclusion to the Country Strategies. Although this is mentioned several times in the GP document, the review of the Country Strategies found that six out of nine (6/9) strategies did not mention disability at all, and three strategies made a reference to national policies and strategies but did not have any plans on how to approach and apply disability inclusion in the Country Strategy. It was also found that Human Rights assessments are done as instructed by the GP, but those did not have clear reference to the realization of the rights in the particular sectors where FCA focuses its actions.

Use of Global Programme. According to the interviews the COs and SAC do not use the GP much. The CO representatives reported mainly about two uses: It is taken into use as a reference when the Country Strategies are developed and as orientation material for the new staff members is a one package and comprehensive handbook of more than 100 pages aiming to give an overall understanding of the FCA's operations. The SAC, in turn, uses it as framework for reporting to MFA.

Programming process. The main comment on the CO survey was that the Global Programme is *'not a field experience based, but has more of an academic perspective'*. It is considered as an academic 'top-down' document. Also, from the COs perspective, *'It has become a very large document that the CO does not need very often'*. With regards to the programming process, it is an unanimous opinion of the survey respondents that in order to make the Global programme more useful, it should be developed in much closer collaboration with the COs also taking into account their expectations and needs. This was the opinion of 26 respondents of the online survey out of 28 responses.

⁷ For instance for R2L suitable indicators could be found and modified from [LRC. Livelihoods Indicators Guide vMar2016_EN \(livelihoodscentre.org\)](#). Also, [Country specific development plans \(e.g. Uganda\) have their own indicators that can be considered.](#)

Strategic guidance system. The Global Programme is part of a strategic guidance and planning system which has several layers (see Figure 5) .

- *Firstly*, the Global Strategy defines the vision of the FCA, sets the thematic areas for its work (R2QE, R2L and R2P) and the organizational and programmatic goals of FCA’s work.
- *Secondly*, the Global Programme document is compiled by the SAC for four years period. It defines three main objectives (MOs) for the programme under three *result areas*⁸ People and Private Sector; People and Governance and People and Civil Society. The themes of the Strategy are expected to contribute to those.
- The *third* layer is the Country Strategies, which are developed by the FCA Country Offices.
- *Fourthly*, the FCA staff translates the Country Strategies with annual plans and consequently reports.
- Finally, in addition to this, the *fifth* layer is the donor layer. In addition to the internal planning and reporting system, the FCA and COs have to follow the strategies and guides of the development partners and funding agencies. The multilayer strategy guidance and reporting system is illustrated in the Figure 5 below.

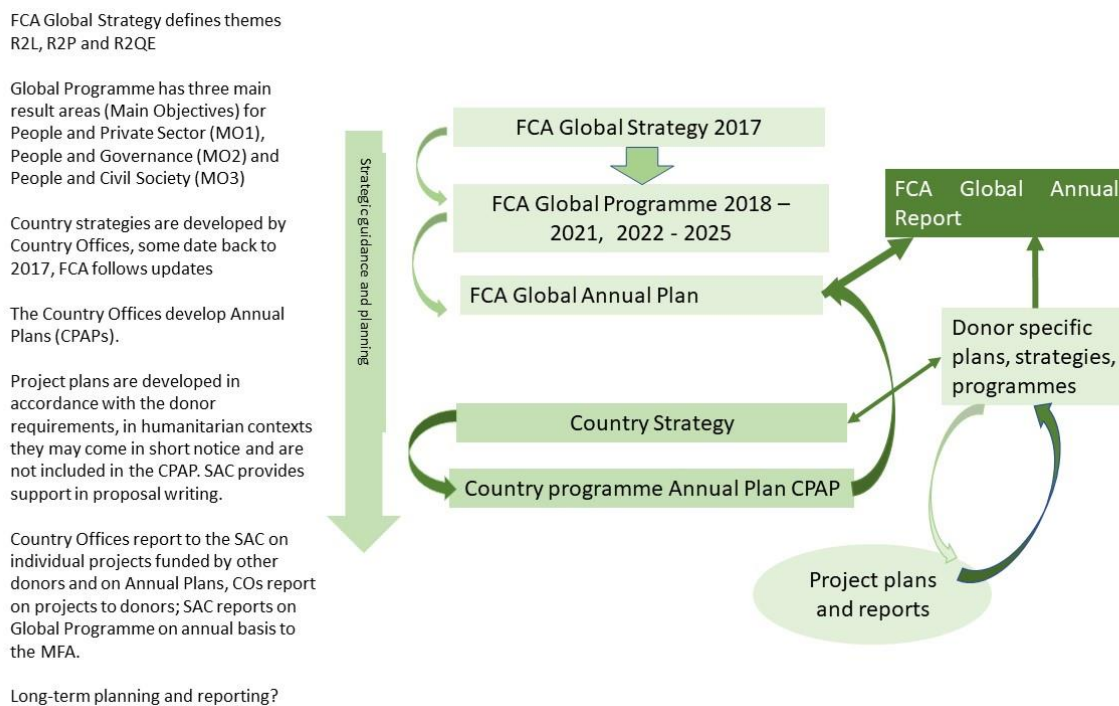


Figure 5 Strategic guidance framework

Reporting. The Country Offices develop CPARs i.e. country programme annual reports that are the basis for Global Programme annual reporting. SAC compiles the annual reports to the MFA. Thus, the GP annual report then includes both the global level analysis as well as country summaries are shared externally (with MFA Finland). In this narrative reporting, FCA reports all the results, not just MFA funded work. In addition, the COs report on individual projects financed by other donors. Country Strategies, in turn, are monitored and discussed only internally but not reported against.

⁸ In the Results-based approach the MOs can also be referred as Results Areas, or components of the programme.

Thematic guides. Finally, in addition to the process described above, a vast number of guides on specific themes (such as Education in Emergencies, Career Guidance and Counselling, Right to Peace, gender equity etc.) has been developed by FCA to support the country offices. During the GP period, FCA has designed more than 10 stand-alone guides on different themes. The FCA reports that there is a hierarchy of these guidance, e.g. the Thematic Strategies are the most recent, then there is project level guidance on RBA and gender as guiding documents, etc. The findings of the MTE indicate that all staff members are not aware on the existence of these guides and that they are not actively used. The review of the guides also indicates that the critical issues such as synergy benefits, different approaches to humanitarian aid and development work, as well as nexus and localisation issues neither monitoring guidance are not embedded in those guides.

Results Framework. There are currently 18 indicators in total to monitor FCA's Global Programme. The number of indicators has been reduced from 25 to 18 in 2021. The indicator framework has been reviewed and concrete guidance on each indicator is available. Without going to the details, the MTE observed that majority of the indicators are output indicators which reflect the deliverables of the FCA operations, but less data is captured on the outcomes, that is, the changes towards which the outputs contribute to. There are global frameworks for quality of education (see e.g. UNESCO, ECW, UNICEF, OCHA, INEE) which contain relevant indicators for both humanitarian and development contexts. Using these indicators for its education sector programming, linked with a thematic context analysis would help positioning the FCA's work in a broader context. Similarly, aggregate indicators could be used for R2L theme and also for the theme of R2P. For instance the Global Peace Index has 23 Indicators and some of the might be suitable for the R2P theme.

SAMPO. SAMPO-system is expected to support the programmatic approach and analysis. As the SAMPO is taken into use, it is important to develop a solid system for data validation and quality assurance for decentralized data entry. It is also important to enhance the analytical capacities of SAC and the COs as this is what the SAMPO does not do. The MTE found little evidence that M&E is used for learning and decision making at programme level.

To what extent the available programmatic and other analyses are utilised to provide timely strategic and programmatic guidance for the development of Global Programme? (EQ 2.3.)

Mega trends and country level trends. A lot of efforts are invested in producing context and thematic analyses. The Global Strategy of FCA and GP 2018 - 2022 (FCA 2018. p 6-7.) list seven mega trends: governance and fragility, migration and urbanisation, demographic changes, globalization, world trade and global politics, technology, individualism and communality. However, while the GP 2018 – 2023 highlights those trends, the GP does not present analysis on how those trends are impacting the programming. There are also global trends related to the thematic areas, which are not reflected in the Global Programme document. For instance, although Quality of Education is the focus of the FCA, the GP 2018 – 2023 does refer to the 'Learning Crisis' declared in 2017 by the international community claiming that even after several years in school, millions of children cannot read, write or do basic math, and that without learning, education will fail to deliver on its promise to eliminate extreme poverty. This would and should have had implications in the rationale of the programming both in humanitarian and development contexts.

Right to Quality Education (R2QE). At the country level there are Sector Analyses available for almost all FCA targeted countries, also providing key performance indicators on enrolment, teacher-student ratio, transition, drop-out, learning outcomes etc., which could be used as basis for the aggregate data on FCA work in the R2QE. However those analyses are not systematically used at country and at global level to guide the programming. For instance, data on the core indicators related to quality (and enrolment) neither at country nor global level is referred to in the documentation. Further on, with regards to humanitarian crises, no

reference is made to the increasing numbers of primary and secondary school-age children and young people living in crisis-affected countries being out of school, although the FCA works focuses on Education in Emergencies (EiE). There are also indicators which can be used to demonstrate security and peace in a given country, as justification for R2P.

Right to Livelihood (R2L). The number of young people currently not in employment, education or training (NEET) is rising, and young women are more than twice as likely as their male counterparts to be affected, according to a new International Labour Organization (ILO 2022) report. Globally, youths are three times more likely than adults to be unemployed. There is at least some level data at country levels on the employment of youth and women, but these data is not referred to in the programme documentation. Further on, the GP does not highlight the labour market and livelihood trends, which would bring together the needs and interventions supported by the FCA. The importance of conducting proper labour market assessment has been emphasized already in 2017 in the Impact Assessment – Linking Learning to Earning Approach⁹, which raised the concern of labour market saturation in an identified vocational specialty or situation where there are insufficient support structures to facilitate employment. Livelihood indicators are available in the Internet¹⁰, from which the FCA could select relevant ones and towards which the GP could contribute in an aggregate manner.

Right to Peace (R2P). Regarding the R2P, the interviews and document analysis show that conflict analyses are done not systematically used as a foundation for the interventions in all contexts. This was also one of the findings of the recent evaluation of the UGACO programme, which found that at the project financed by MFA has continued supporting one Youth Association, although the conflict analyses reveal that many communities in northern Uganda appear to be in a state of latent conflict, between communities and government officials (over boundaries or resources), or sexual and gender-based violence (SGBV) amongst others¹¹.

The interviews also show that the R2P is not among the central themes in many of the countries. The interviewees also noted that the concept and objective of this thematic area should be further elaborated. Some informants also consider that the R2P could be aligned and combined with the work of the Network for Religious and Traditional Peacemakers'. As a matter of fact, the Right to Peace Strategy (FCA 2020) which has an extensive theoretical framework for the FCA's R2P work, does not include guidance for conducting such a conflict analysis as part of the programming. The issue of 'sharpening the R2OP focus' was already discussed in the CSO evaluation commissioned by MFA, which indicated that while the focus in Somalia was at that time on R2P, FCA's future interventions could evolve into R2E and R2L, when safety and stability allow. (MFA 2017)

Human Rights Analyses. Human Rights analyses are conducted, but not systematically with reference to the sectors the FCA works with. FCA considers that its rights-based approach is progressive and transformative depending on the specific contextual and operational factors and the overall space available for civil society (FCA Global programme, page 5). However, by definition (see e.g. the MFA Manual for Bilateral programmes cooperation MFA 2018) the criteria for transformative human rights based interventions are not met as they would require examining of the root causes and forms of rights deprivation, and patterns of non-

⁹ Halcyon Louis, (2017) Livelihoods Indicators Guide Mar2016_EN (livelihoodscentre.org)

¹⁰ <https://www.livelihoodscentre.org/key-indicators>; [Food Security and Livelihoods Indicator Handbook \(fscluster.org\)](#)

¹¹ Northern Uganda Conflict Analysis. Advisory Consortium on Conflict Sensitivity (ACCS) - [ACCS - Conflict Analysis 2.pdf \(refugeelawproject.org\)](#)

fulfilment of human rights and discrimination. Similarly, being a human rights progressive, a human rights assessment should be part of the programming.

Analysis of assumptions. In this context, which links the contextual factors with the programme design, it is also relevant to assess to what extent analytical work has been conducted to identify relevant assumptions. Assumptions are contextual factors affecting the performance of the programme and achievement of its results. The review of the Theory of Change found that assumptions were identified, related to policy frameworks particularly in the education sector and in relation to the private sector engagement, cultural norms, availability of funding, and enabling environment for civil society, and the recovery from the COVID-19 pandemic. Interestingly, they did not reflect the global mega trends which were identified both in the CS and GP 2018 - 2022. Furthermore, it was observed that the assumptions were related to the MOs of the Global Programme rather than used as external factors linking the different levels of results (outputs to outcomes and from outcomes to impact). Finally, it was also observed that the realisation of the assumptions is not monitored and reported neither at country and programme level. This is important because if the assumptions do not hold, they may become risks.

Risk analysis. The structures for risk management are in place, and they are captured by the Global Programme. At the SAC level, the risk management has been further developed in recent years. Monitoring risk assessment is now the responsibility of the Administrative Department and risk management is embedded in the responsibilities of SAC Department and Unit heads. FCA's Board of Directors receive a summary of risks, including global risks assessed by the SAC Management Team, twice a year. Monitoring of CO compliance with existing guidance relating to FCA's safeguarding mechanisms is partially integrated into the Compliance Assessments. The most recent change is the shifting of the risk management process into the programme management system (SAMPO PM).

Analysis as learning activity. The MTE learned that many countries outsource the context analyses because they are time consuming and resource demanding. The MTE team considers this a missed opportunity as those analyses are the basis for programming and particularly for the assessment of the relevance of the FCA approach. We also encourage using the sectorial analyses that are available in every country: they should and could be used as a reference together with standard aggregate indicators.

How flexible is the Global programme in responding to the changing environments/ needs? (e.g. humanitarian, development)? (EQ 2.4. and EQ 4.1.)

FCA is flexible in responding to the changing environments and needs, but the procedures and systems may delay rapid changes and responses.

Flexibility of the FCA's management. The CO representative consider that the FCA management (individuals) are flexible but the systems and structures do not support rapid changes in programme implementation. For instance, while the reporting systems are strictly defined, FCA does not regulate the frequency of the Country Strategy updates, but the current CPAP/CPAR includes a question whether updating the context analyses has been conducted or planned for or not, and if yes when. This is also a subject of discussion with the COs in the annual discussions. Overall, FCA has genuinely responded to challenges and changes in the contexts and has invested a lot in improving its organisation and improving operations, for example, FCA 2030, ERP, SAMPO PM, and Rules of Procedure.

Flexibility of the Global Programme. The Country Offices have flexibility to seek for funding and apply funding with support of SAC Grant Management Unit. The COs pointed out that there are no limitations and the three themes R2QE, R2L and R2P form the framework under which FCA works. Therefore, although needs

might be there, FCA generally does not go to other sectors beyond its themes such as health or WASH, although at project level some issues can be incorporated in the programme designs (such as health education etc.).

Organisational Structure. During the period under review, FCA has went through a process of re-structuring the Head Office organisation. It has been accompanied with a revision or development of major organisational rules and policies, for example, revision of the FCA Quality Management System (QMS), Code of Conduct for staff, Safeguarding policy, Compliance framework and Rules of Procedure. These changes have been accompanied by systems development, with roll-out of the programme management software (SAMPO) and financial management software (ERP) in 2022. Already in the previous organisational set-up, the Country Offices had the main responsibility for programme implementation. The responsibilities of the FCA Head Office in Helsinki were mainly geared towards overall strategic leadership, outlining general functions, and support and coordinating functions.

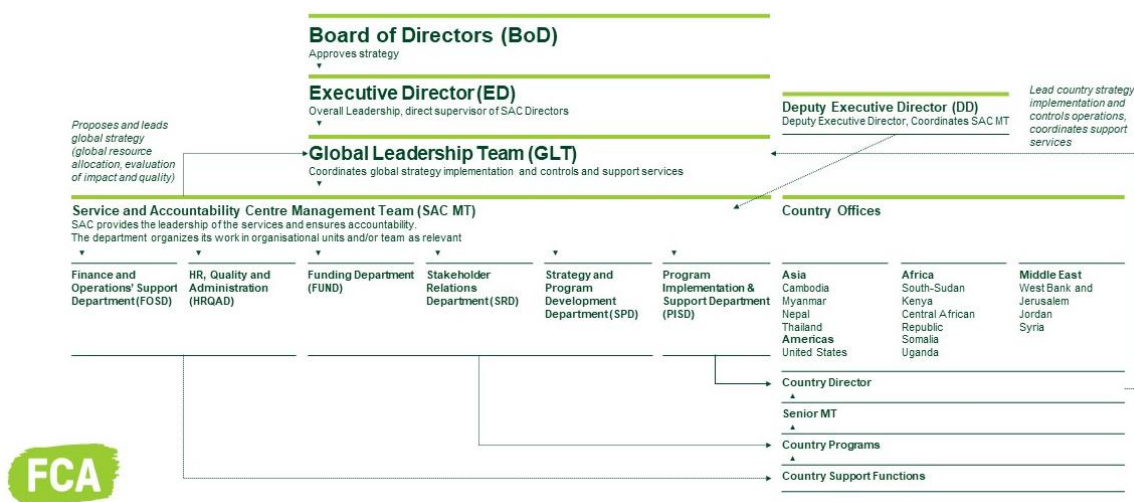


Figure 3 FCA Organigram (2021)

Overall, the COs consider that communication with the SAC is clear and straight forward and noted that in the current system they can reach any staff in the SAC. However, the issue of availability of the context knowledge in SAC was raised as an issue because now there is no focal point deeply involved in the Programme implementation in the given country. Similarly, it is unclear with whom the COs can have strategic discussion and whether the time of the SAC is sufficient to address all COs equally. The COs are well aware of the division of work in SAC into thematic and organizational support.

The current organizational system emphasizes the fund raising and grant management, rather than context and substance knowledge. The SAC has four thematic advisors and also other advisors- gender and RBA, Climate Action. A regional education adviser has been engaged again in the Easter Africa region. There are also experts in the COs for instance for education. However, taking into consideration the broad scope of work, it is unclear to what extent the SAC is actually able to provide substance related services and ensure that the quality of services by SAC and project implementation quality at the country level are at appropriate level. It is evident that one thematic advise is not sufficient. It was also learned that in the current system where the Grant Managers are focusing on donors rather than country operations, the follow-up and monitoring is not at the same level. Much is left on the shoulders of the COs. In order to ensure context and country-specific expertise the MTE considers that SAC could establish Regional Desk Officer posts for that purpose.

During the Programme implementation period, humanitarian aid was managed by the Humanitarian Aid unit. In the new organizational structure such unit does not exist any more and it remains unclear to the MTE where the expertise and management of humanitarian aid is now. The Emergency Response Unit is now part of the Program Support Department, and it is now responsible for acute large-scale emergencies, for ensuring Foundation’s Human Resource capacity for quick deployments in emergency aid operations, leading and managing new emergency aid operations in the event of large-scale disasters in the Foundation’s non-program countries, supporting country offices in the implementation of new emergency aid operations in the event of large-scale disasters in the Foundation’s program countries.

What support do the Country operations have/ need to translate the Global Programme into the country level operations (overall and in thematic areas)? (EQ 2.5.)

The project management processes are clear, but the Country Offices would need more support is needed to fulfil the requirements of the fundraising, monitoring, and risk management.

Support needs. As per the ToR, the MTE examined perceptions of the Country Office staff on the support they receive from the SAC and what are the needs. As indicated above, the Country Offices consider and use the FCA Global Strategy and its themes as a reference for their country programming. The findings of the online survey indicate that the Country Offices are relatively clear on the Annual Planning and Reporting processes and consider that they receive sufficient support from SAC, but that more support is needed to fulfil the requirements of the fundraising and growth, monitoring, risk management and in the organizing the operations of the Country office (see Figure 6).

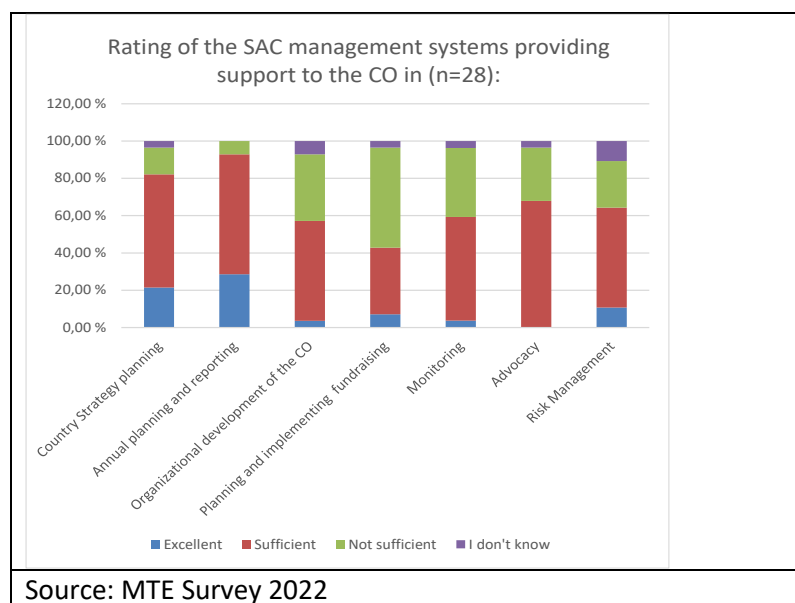


Figure 6 Country Offices perceptions on the support provided by the SAC

Distribution of SAC support. The survey results indicate that there is a need to better inform and strategically plan for the support services of SAC. The COs wanted to have more clarity on how the distribution of SAC’s support to the COs is planned for. For instance, it is unclear why and by whom the decision was made to send a Grant Manager to Uganda, which was already doing fine in fundraising or should more focus have been put on the countries lagging behind in fund raising. The respondents called for transparency on those decisions as shown below in a sample of comments provided by the respondents.

- *The SAC is like a shared resource, it is there for all the COs, but it is unclear what is the distribution key of the shared resource – how do we know that the different types of time, staff, is allocated – transparency on the principles behind is not there.*
- *It is totally unclear how much time and interest the senior management, thematic advisers and Grants Managers should show on each CO.*
- *It is not only and always an issue between the COs – some of the staff have also engagement with the global level on some structures and advocacy groups which is given a certain priority, but then there is less priority given to the countries.*
- *All COs would need a little bit more support. There are areas in SAC which are supporting the COs well, often related to personalities, sometimes we see people circling around with issues that are far from us.*

The COs also pointed out the need to have country specific knowledge in the SAC as there are different contexts even within one country.

To what extent does FCA's Global Programme promote humanitarian-development-peace nexus and the localisation agenda? (EQ 2.6. and EQ 6.4.)

FCA programming has an opportunity to apply triple 'nexus' approach in its operations combining both humanitarian and development elements and peace work. Country Offices apply different approaches to localisation.

Linking humanitarian and development work – Nexus¹². The triple nexus refers to the interlinkages and coherence between humanitarian, development and peace actions (Triple or HDP-Nexus). A Discussion paper¹³ developed by FCA states that 'Different from other standard definitions, FCA sees the nexus as a pragmatic bottom-up and context-specific framework'. FCA believes that supporting local actors is the key factor for a successful implementation of the nexus approach. Therefore, the discussion paper states that there is a strong relationship between **triple nexus** and **localization** agendas.

Due to its funding base, which contains both (usually short-term) humanitarian funding and development funding, and through the network of Country Offices present on the ground, FCA has an opportunity to implement a "nexus-sensitive approach". The triple nexus pillars – humanitarian, development and peace actions - are already the foundation of the FCA's work and they are integrated in the program framework. The **FCA global program evaluation** presents a prime opportunity on promising practice and to collect data on nexus sensitive operations and experiences to date.

However, the document review and interviews show that there is still a need to clarify what nexus in the FCA operations means and what it entails. Concrete guidance is also needed how to link the nexus with the principle of localization, which has not been realized to the full extent as shown below. The interviewees pointed out that there is a need to issue a full nexus guidance, derived from the global policies, needs-based approach also and integrating the thematic priorities. The critical issue is how the humanitarian principles can be applied and differentiate, when feasible, the rights and needs -base.

Localisation. FCA has signed the Charter of Change and reaffirmed the Principles of Partnership, both emphasizing *localisation of humanitarian aid*, and transparent and accountable collaboration with partners.

¹² To what extent has FCA established links between humanitarian aid and development cooperation and/or peacebuilding efforts (the 'nexus')? (6.3.)

¹³ Triple Nexus unpacked - what it is and why it is relevant for FCA. EARLY DRAFT / DISCUSSION PAPER. FCA.

(FCA 2017, 19). The FCA strategy states that ‘ FCA emphasizes the role of national and local actors who legitimately represent rights holders, facilitates their ownership and enables the use of local capacities’ (FCA 2017, 17). However, according to the data available in the Annual Reports 2018 – 2021 of the Global Programme more than half of the projects (62%) are self-implemented with no major changes observed over the years. The proportion of interventions implemented by or in collaboration with the local CSOs has not changed significantly over the years. Self-implementation has been the main strategy for CAR, Eritrea (discontinued in 2019), Jordan, Kenya, South Sudan and Uganda. FCA works also in partnership or in consortium approach. Implementation through local partners is most common in Nepal, Myanmar and Cambodia and local partners play a critical role in Syria Country Programme as well.

The FCA has developed an Early Draft Discussion Paper of the FCA, which indicates that supporting local actors is the key factor for a successful implementation of the nexus approach. This links with the Grand Bargain principle of localisation. However, based on the findings of this MTE and similarly on the Uganda Country programme evaluation, the reality is somewhat contradicting and FCA is focusing on self-implementation. For instance in the UGACO Country Strategy, which states that ‘FCA will pursue direct implement of activities/projects especially in areas where FCA has better competence than local partners. For instance, in areas of humanitarian assistance, FCA has better advantage compared to local partners in relation to education’. This statement is not supported by any capacity assessment data and it contradicts with the principles of Grand Bargain.

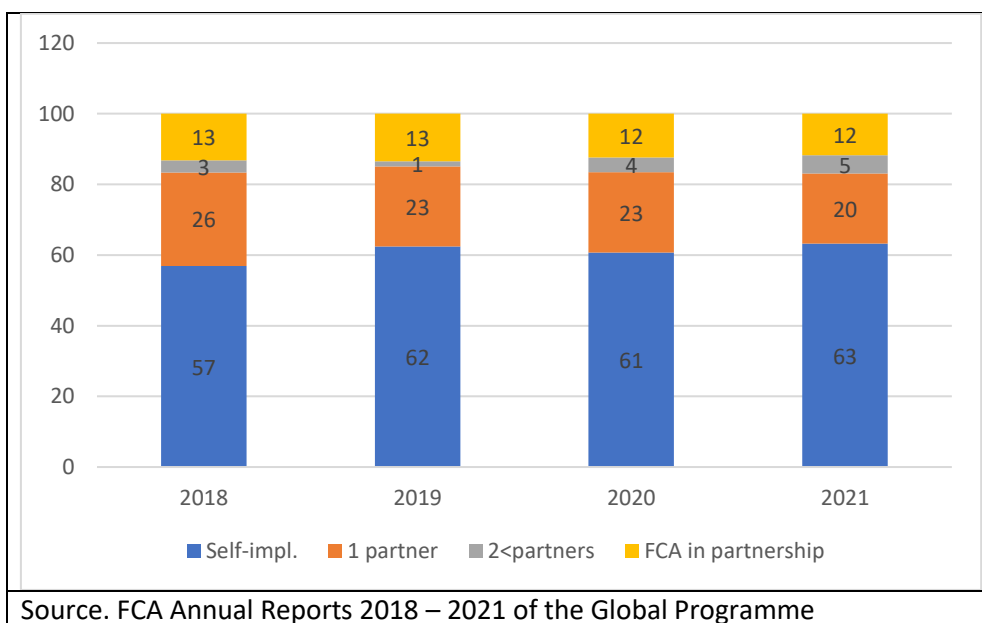


Figure 7 Implementation modalities 2018 – 2021, % of projects

There are different opinions and views among the informants on how localisation should be applied. Based on the discussions with the SAC and CO staff, the MTE concludes that there is no common understanding on how localisation should be applied in FCA interventions. Some respondents consider that having a local office and local staff is about localisation. For some respondents localisation means working through local governments structures and enhancing local capacities. All in all, most commonly it is connected to operational modalities and financing arrangements rather than as means for ensuring sustainability and improving effectiveness and efficiency. Also, it is pointed out that localisation also comes with risk particularly with regards to effectiveness and possibility for misuse of funds corruption.

Country Offices apply different approaches to localisation. In some countries (Somalia) FCA applies the localisation principle by ensuring that 25% of FCA funding is channelled through the national partners, contributing to national capacity development (FCA Somalia Country Strategy 2021). In Myanmar, the approach from a self-implemented project has been shifted to co-implementation, for instance in consortium approach where the FCA as lead partner cooperates with two or more local organizations as partners and, FCA will have a close monitoring role. In some countries, vast majority of funds goes to the local partner, and the role of FCA is understood as supporting the partners. In Kenya self-implementation has been practiced for 6-7 years now, but in the past the CO used to work with partners. An important comment was given in relation to the sustainability and exit of FCA, also related to localisation: *'FCA has not yet defined why and to what extent it wants to be present in the country and whether there is a plan to exit fully or is the goal to have a fully localized independent FCA in the target countries'*. This is a critical question for the FCA to address.

4. Coherence

This section discusses how coherence and relevance are monitored at the Global Programme and country level and what mechanisms are in place to ensure external coherence and how the existing mechanisms for monitoring and learning support the coherence and relevance of FCA's Global Strategy and Global Programme. According to OECD/DAC (2021) Internal Coherence refers to the compatibility of the intervention within the organization's activities and External Coherence refers to the alignment with external policy commitments; and coherence with interventions implemented by other actors in a specific context. Relevance in turn refers to the extent to which the intervention objectives and design respond to beneficiaries , global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.

4.1. External and Internal Coherence

Coherence and relevance is addressed in the project preparation but not systematically monitored during programme implementation.

How is coherence and relevance monitored at the Global Programme and country level? (EQ 3.1.)

The FCA and COs invest a significant time and human resources to enhance coherence with the other partners and actions. The review of the annual reports 2021 (see Table 10 below), shows that reporting on the participation in the coordination activities is vague and not results oriented. In the reports, the COs only name the platforms they take part. Further information about their contributions, outputs and outcomes would be useful and good learning opportunity to the FCA Country Offices. These forums are also important policy making platforms. The following is a summary of abstracts from the Annual Reports.

Table 10 FCA involvement in sector coordination and WGs

Country	FCA involvement in sector coordination and WGs
Cambodia	"CAMCO has utilized its key advocacy messages with various networks and platforms and seized opportunities to promote the country programme with relevant development partners including UNDP, UNICEF, and government counterparts for joint efforts and funding opportunities based on FCA's expertise."
Central African Republic	"FCA is an active member of Protection, Education and Food Security clusters, and leads the Social Cohesion working. Advocacy forms an important part of the relationship with government and UN agencies, and the country programme has been systematising its advocacy work."
IOPT	"Country programme staff attended the UN Education Cluster as a way of coordinating and liaising with other education stakeholders working in the Palestinian Territory."
Jordan	"JOCO participated in the Jordan INGO Forum (JIF). FCA is also active in the ACT Alliance meetings as well as in the Environment Task Force and the Community of Practice."
Kenya	"FCA invested in collaboration and coordination with ACT Kenya Forum, local and national platforms including the Intercounty Gender Working Group, the National Education in Emergencies Working Group for coordinated response amongst the other agencies."
Myanmar	"FCA actively participates in the cluster system and is represented in the various coordination forums at national and subnational levels."
Nepal	"FCA continued collaboration and coordination through active participation in platforms such as the Association of International NGOs in Nepal (AIN), a large number of UN clusters, ACT Alliance Nepal Forum, and diverse thematic groups and task forces."
Somalia	"The country programme continued participating in ACT Somalia forum meetings... FCA is an active member of the Somalia Education Clusters at Federal and SWS levels, led by Save the Children and UNICEF. FCA regularly participated at the Bay Regional Education Cluster meetings and in the national education Cluster meetings."
South Sudan	A list of South Sudanese partners is provided in the report.
Syria	"The country programme team conducted educational activities in coordination with the Syrian Ministry of Education and with the education sector members led by UNICEF. ... FCA's active engagement in Damascus INGO forum helped to channel a joint voice together with other operating INGOs to advocate for rights to Syrian populations..."
Uganda	"FCA invested in collaboration and coordination with ACT Forum, local and national platforms including EiE working group together with UNHCR and the Ministry of Education and Sports to coordinate the refugee education operations in the country."
	Source: Global Programme Annual Report 2021

Relevance and coherence assessment is done when the *projects and Country Strategies* are designed. However, according to the survey respondents and as shown in the analysis of the sample of Country Office 2021 Annual Reports, coherence and relevance are not regularly monitored. This was also confirmed by the survey respondents, who reported that coherence and relevance are not assessed during programme. One respondent reported that coherence issues are addressed in the project design phase. One respondent questioned why the coherence of the Country Strategy should be reported at all.

To what extent monitoring and evaluation is used for learning and ensuring coherence and relevance of the Global and country level? (EQ 3.2.)

Coherence monitoring is not used them for learning purposes.

Coherence is well recognised in practise but not at the programme level. It is actually mentioned only once in the entire Global Programme, in the R2P context. If monitoring of relevance and coherence at the programme level is considered important, it would be useful to develop a framework of key parameters to be used by the COs and then aggregated at the programme level. Examples, which could be modified can be found in the Policy Coherence assessment tool for Sustainable Development¹⁴ which is designed to enable users to review institutional mechanisms, organisational structures and policy-making processes against internationally recognised good practices on Policy Coherence for Sustainable Development (PCSD).

What mechanisms are in place to ensure external coherence? Which partnership forums FCA participates and why? (EQ 5.1.)

FCA participates actively in international and national coordination platforms which provides an opportunity identify cooperation and complementary advantages.

External coherence. The FCA ensures coherence with other actors and stakeholders on global and national levels by actively participating in global and national forums. FCA also adheres to international commitments such as the Grand Bargain commitments, the Core Humanitarian Standard (CHS) and it has signed the Charter of Change and reaffirmed the Principles of Partnership, both emphasising localisation of humanitarian aid, and transparent and accountable collaboration with partners.

At the country level, participation in coordination platforms such as education cluster, sector working groups and task groups is a requirement for the Country Offices. This provides an opportunity to create links and coordinate activities with others. FCA also has a leading role in some national key forums/initiatives, for instance in Uganda. In the global level, FCA works in close collaboration with ACT Alliance, Lutheran World Federation and it has expanded its partnerships with other agencies such as UNHCR, bilateral donors just to mention a few. FCA has a seat in the Global Education Cluster Strategic Advisory Group for years now, adding to the coherence on global and national levels

To what extent are the operations aligned with the FCA strategy?(EQ 6.1.)

The operations are well aligned with the three thematic areas of the FCA strategy.

Aligning operations with the FCA strategy. The Global Strategy 2017 sets strategic thematic and organizational and thematic objectives for the FCA's work, while the Global programme has different objectives (Main Objectives) related to people and Private Sector (MO 1) , People and Governance (MO2) and People and Civil Society (MO3) as shown in Table 8. Under the MOs there are specific objectives. The MTE did not find the rationale for this discrepancy. While some COs have developed their own logic to address it, the overall opinion is that from the monitoring perspective, the structure is confusing and ' *does not make justice to the core themes of FCA's work*'. The GP is well aligned in terms of the themes with the Global Strategy 2017¹⁵. The GS sets also organisational objectives for all COs to follow. The realisation of the organisational objectives set in the strategy is not systematically monitored.

¹⁴ [Policy Coherence for the SDGs \(oecd.org\)](https://www.oecd.org/policy-coherence/)

How does the GP promote synergies between themes? (EQ 6.2.)

Synergies exist between the interventions.

Synergies between themes. According to the interviewees, synergies exist between the interventions particularly with regards to R2L and R2QE. All respondents consider that the three themes of FCA – R2L, R2QE, and R2P are relevant, and the R2QE and Education in Emergencies (EiE) is the Flagship of the FCA’s work. Under the R2QE theme FCA has also working on TVET, which is an important theme and which could link the R2QE and R2L themes. However, according to the interviews, the TVET proportion in the FCA’s portfolio has been shrinking after the short courses were removed from this theme to the R2L theme. Also, the Global Programme and the Country Strategies have little information about the TVET policies and situation in the particular countries. The R2L theme is relevant and particularly the Linking Learning to earning was mentioned as a successful approach.

The R2P work, in turn is inherited from the past work of FCA. The interviewees consider that it is a good theme, but also, on the other hand, that more work is needed to define the focus and ‘niche’ for this theme and align the R2P work better with the Network for Religious and Traditional Peacemakers. Some interviewees also questioned the selected approaches of working with youth organisations and local governance, which both are important, but that their developmental impact may be very limited. The MTE team also considers that the current idea of introducing Peace Education as part of the R2P, sounds a bit artificial and considers that better results and buy-in from the funding agencies could be achieved through focusing on for instance, soft skills, critical thinking, communication and media education, which could be easily integrated in the in formal and non-formal education systems.

Synergy is operationalized at the country level, but the approach of seeking synergy between the thematic areas is not explicitly embedded in the Programme Document and in the thematic guides developed by FCA during the Programme implementation period. Some interviewees noted that synergy was not really operationalised in the FCA structures and that there is still tendency to work on silos.

Internal coherence also refers to the way the FCA has defined its results in the Global Strategy and Global Programme. The ToR reads that the Global Programme impact level goal and the three main objectives (MO1-MO3) are directly linked with FCA’s Global Strategy and its programmatic and organizational goals. The main objectives (3) have (8) sub-objectives and indicators that are monitored globally, allowing a global analysis of global progress and the most common global trends.

However, the MTE as well as some interviewees both with SAC and COs indicate that the current system, although followed, and somehow understood, is not providing a coherent picture about the FCA’s work. The logic of Global strategy defining objectives for the thematic areas and organisational goals, while the Global Programme results system is build around three results areas of People and Private Sector (MO1), People and Governance (MO2) and People and Civil Society (PO3) remains unclear. The following table 9 constructed by the MTE illustrates the different results of the GS and GP as well as organisational objectives (dark green refers to the Global Strategy and light Green to the Global Programme). The MTE considers, also confirmed by stakeholder interviews, that the rationale having two sets of indicators and the relation and interlinkage of these results is unclear and not clearly elaborated in the Global Programme document and the ToC. The relation of these results is also shown in the ToC.

Table 9 Objectives of the Finn Church Aid work (Dark Green refers to CS and Light Green to GP)

Vision	A world comprised of resilient and just societies where everyone's right to peace, quality education and sustainable livelihood has been fulfilled.		
ORGANISATIONAL GOALS FCA Global Strategy	Strategic Goals (FCA Strategy 2017)		
OG1 FCA makes a difference through rights-based interventions based on the SDGs, using a combination of development cooperation, humanitarian assistance, advocacy and investments	PG 1 Right to Peace FCA advances consolidated peace by linking conflict transformation and peacebuilding.	PG 2 Right to Quality Education FCA improves quality learning in Education in Emergencies, vocational education and education sector development.	PG 3 Right to Livelihood FCA promotes the right to develop, secure and sustain livelihoods by employment, entrepreneurship and strengthened resilience.
Impact goal:	People in fragile contexts are empowered to act for positive and sustainable change in creating resilient and just societies		
	Objectives of the FCA Global programme 2018 -2023 and 2022 -2025 (Global Programme)		
OG 2 FCA commits itself to quality, accountability, sustainability and effectiveness in all areas of its operation. OG 3 FCA puts emphasis on leadership, professional management of people and a long term planning of all human resources.	Main Objective 1: People and Private Sector: People can claim and enjoy their right to inclusive and sustainable economic growth for poverty eradication	Main Objective 2: People and Governance: People can claim and enjoy their right to improved and inclusive governance and services	Main Objective 3: People and Civil Society: People fulfil their legitimate and active role for positive change
OG 4 FCA actively seeks new financial resources for its work and uses those resources in an ethical and effective way.	DESCRIPTION FCA aims to increase the number and quality of jobs open to women and youth to boost income and self-reliance and creating close functional links between vocational education or skills training and employment	DESCRIPTION FCA aims at contributing to transparent and accountable institutions with good duty bearer capacity, and promoting effective participation, equity and inclusiveness of all people, regardless of gender, ethnic background, religious affiliation, disability, sexual orientation or any other factor.	DESCRIPTION FCA aims to support and motivate people as members of civil society to claim and fulfil their legitimate and active roles for positive change.
Source: Construction of the MTE Team			

5. Conclusions and recommendations

First of all, the MTE acknowledges that conducting Programme Level strategic MTE, focusing on relevance and coherence is a welcomed activity. It provides an opportunity to think '*whether the organization is doing the right things*' and whether its strategic choices are appropriate to the changing environments and needs. However, as noted in the limitations section, covering and analysing all aspects of the Global Programme in a reliable manner in its full scope would have required much more resources and diverse methodologies, including deep-dive country level consultations studies. Therefore, we have also identified issues which would be worth of a separate thematic evaluation or review. Below we present the key conclusions and recommendations in accordance with the MTE objectives.

Evaluation objective 1: To increase FCA’s understanding of FCA Global Programme’s evolution from 2018 to what it is today, and the direction and contents of the work, against the current major global and country specific changes and trends.	
Conclusions	Recommendations
The evolution of the Global Programme has been driven by the financing opportunities, with less focus on the potential developmental impacts. FCA’s financial resources have grown significantly during the four-year period under review. The number of donors has increased, particularly among institutional donors, other governments, other institutional funding, including funds operating in only one country. During this period FCA has become increasingly dependent on three Country Offices in terms of delivery of funds. Availability of funding for humanitarian aid has been the main determinant for the choice of the implementation modalities, while the three thematic areas of R2QE, R2L and R2P form the overall framework for the strategic choices for the FCA operations. The MTE considers that while the focus has been on financial growth, the focus of developmental impacts may have been lost.	1.The Country Strategies and the Global Programme should be accompanied with an analysis of the expected developmental impact.
Efforts have been made to develop a comprehensive ToC for the Global Programme. However, because there are different objectives for the Global Strategy and Global Programme, it is challenging to demonstrate the results pathways in a reliable manner. The MTE considers the Global Strategy should be used as a stepping stone to the Programming and the Global Programme and related ToC should demonstrate in a concrete manner how the strategy is operationalised.	2.FCA should critically analyse the overall set up of the programme results versus themes and develop a comprehensive Theory of Change with assumptions. The intended results and impacts of the programme should be defined in a measurable manner.
A lot of efforts are invested in the development of the Global Programme document. However, based on the findings of this MTE, among the SAC and CO staff, there is no common understanding on its purpose. Its use as strategic guidance is limited. In order to enhance its usability, the document should be simpler and shorter and the lay out of the document could be more attractive as it is with the GS. The focus should be on how the Global Strategy is operationalized. Some details on how to shorten the document are provided in the footnote ¹⁶ .	3.FCA should define what the purpose of the Global Programme is, and who its main users are. 4. FCA should simplify and streamline the Global Programme document and make it shorter and user-friendly.

¹⁶ The following concrete issues could be considered when revising the Programme next time: Much of the content from pages 4-20 of the GP 2022-2025 could be removed; Pages 21-46 are valid and actually describe the Global Programme; Pages 46-99 Country Programme Summaries to be removed entirely – or presented in a much more condensed form (max 10 pages in total); Contents of pages 99-117 to be kept (Programme in Finland, Networks and Volunteering, Quality and Accountability, Programme Management and Support)

<p>Evaluation objective 2: To establish FCA's Global Programme's programmatic strengths, also as they relate to other actors and partnerships, draw key lessons learnt and keys to success, and provide practical recommendations for more relevant and impactful programming</p>	
<p>The three strategic themes of R2QE, R2L and R2P form a sound framework for FCA's operations. The R2QE and R2L are straightforward and the R2P provides opportunities also for implementation of triple nexus, but this is not well illustrated in the guides and the Programme Document. Synergy between the themes is done successfully but not properly reported and analysed at the GP level. The experience and expertise of the local staff is not fully utilised in the development of the GP.</p>	<p>5. The Global Programme should be developed in a collaborative manner with COs.</p>
<p>Engagement in humanitarian aid and development work and having funding from various donors provides an opportunity to implement nexus in a flexible manner. Localisation and nexus are mentioned in the Global Programme Document, their realisation is not appropriately monitored and reported.</p>	<p>6. The programmatic strengths such as possibility to implement nexus and localisations should be better elaborated, guided and monitored.</p>
<p>The Global Programme still lacks an analytical approach which would position the FCA's work in the global context. An aggregate analysis of the contexts in targeted countries can be developed using global resources (e.g. Civicus Monitor, Fragility Index, UNESCO, OCHA). Such analysis requires capacitating SAC and CO staff in analytical skills. Impactful programming is based on also on clearly formulated results statements.</p> <p>At the country level, country context analyses are conducted with less thematic and sectorial analyses. In such analyses the Education Sector Plans, Emergency Response Plans (ERPs) and similar, developed by the Governments or international partners to frame the support in any given country could be used more as a reference.</p>	<p>7. The GP should be based on an analysis of needs and issues which the FCA through its operations wants to address. This analysis should be used for the development of the programme level ToC.</p> <p>8. FCA should ensure that both SAC and COs have sufficient analytical capacity to develop aggregate context analyses, analysis of thematic sector and how FCA's support contributes to them.</p> <p>9. Thematic sectorial approach should be also reflected in the results framework, which should have indicators on themes, towards which the country interventions would contribute.</p>
<p>Evaluation objective 3: To assess the coherence between FCA Global Strategy 2017- onwards and Global Programme 2022-2025 and against the above observations and make recommendations for future FCA Global Strategy revision</p>	
<p>Internal coherence is promoted through synergies between the thematic areas and through interventions which link development and humanitarian work. There are a set of guides which could be better used for propoting synergies between themes, nexus and localisation, when feasible. FCA aligns its work with international treaties but yet needs to explain how these treaties are operationalised in its work, for instance with regards to localisation. FCA participates in several coordination platforms at country and global levels, but the results are not reported. Digital, interactive form of guides could be considered.</p>	<p>10. The monitoring systems should capture information on efforts and results on FCA's participation and contribution of international and coordination platforms</p> <p>11. FCA should ensure that various guidelines are aligned with each other and that the issues of synergies between themes, localisation and nexus are taken into account in those guides. D</p>

<p>Evaluation objective 4: To assess the effectiveness of FCA’s management approach in taking advantage of the available programmatic and other analyses to provide timely strategic and programmatic guidance and make practical recommendations for enhanced decision-making</p>	
<p>The new management system focuses on grant management. Feedback from the COs indicate that there is good communication with the SAC and so far the experiences on the new management structure have been mainly positive. There are concerns to what extent the support services and particular thematic advise is sufficient to support the COs and on what basis it is delivered. However, there are concerns on how the country-specific knowledge can be ensured. Till 2022, the financial system has not captured expenditure data by theme or by main objective. The new SAMPO system is expected to enhance monitoring but it is also important to remember that such system provides data but does not do analysis. Thus analytical skills of SAC need to be enhanced. Decentralised data entry brings its own problems, so data quality controls should be looked into.</p>	<p>12. Financial analysis should be part of the GP and reporting.</p> <p>13. FCA should ensure that there is sufficient human resources and technical expertise available in the specific thematic issues as well as with regards to humanitarian aid and other central themes of the Global Programme.</p> <p>14. In order to ensure that there is sufficient context and country-specific expertise in SAC, the MTE considers that SAC could establish Regional Desk Officer posts for that purpose.</p>
<p>The FCA Global programme is broad and has many elements, which are not possible to analyse across the countries through one MTE. Therefore, the MTE considers that the FCA could promote thematic evaluations and reviews on certain themes to generate lessons learned. Those themes could be localisation, nexus implementation, COVID-19 response, management review and innovations.</p>	<p>15. The MTE suggests to FCA to carry out thematic evaluations and reviews on central elements of its programme.</p>
<p>The three strategic themes of R2QE, R2L and R2P are relevant for the FCA in its countries of operation and it is assumed that their relevance will remain the same. Based on the findings of this MTE, the newly developed Global Strategy will be a key document for the FCA’s work.</p>	<p>16. The FCA should continue its work in the three thematic areas.</p> <p>17. The new Strategy should be made accessible and easy to read. Introduction of new crosscutting objectives or focus areas should be accompanied with clear guidance.</p>

Annex 1 Evaluation matrix

Relevance		
Evaluation Questions	Markers	Approach and data collection
Global Programme design		
EQ 1 To what extent does the Global Programme design, (including its objectives, Theory of Change, operational modalities, risk analysis and context analysis) respond to the global and country level (thematic, political etc.) needs and changes?		
SUB-QUESTIONS 1.1. What changes at global, country level and institutional changes have taken place during the programme implementation period 2018 – 2022 and during the programme planning and how have they influenced the programme ? 1.2. What are the driving forces and determinants of the strategic choices in terms of thematic areas, implementation modalities and partnership arrangements? 1.3. Suggestions for improvement	changes at global, country and institutional level determinants of the strategic choices/ balancing between HA/DEVCO	document review inception workshop online survey, ToC analysis. evaluability assessment of the Global Programme.
Strategic Guidance		
EQ 2.: How does the FCA Global programme guide the country level programming?		
2.1. To what extent there is a common understanding about the purpose and role of the Global Programme? 2.2. To what extent the available programmatic and other analyses are utilised to provide timely strategic and programmatic guidance for the development of Global Programme? 2.3. How flexible is the Global programme in responding to the changing environments/ needs? (e.g. humanitarian, development, advocacy)? 2.4. What support do the Country operations have/ need to translate the Global Programme into the country level operations (overall and in thematic areas)? 2.5. To what extent does FCA's Global Programme promote humanitarian-development-peace nexus and the localization agenda?	Perceptions on the purpose of the Global Programme Relevance justification Evidence of the flexibility of the GP Support provided to the COs Perceptions and Evidence on nexus and localization Feedback loop	Document review (incl. Country programme documents) Online survey FDGs, interviews
MEAL		
EQ 3 How do the existing mechanisms for monitoring and learning support the coherence and relevance of FCA's Global Strategy and Global Programme?		

3.1. How is coherence and relevance monitored at the Global Programme and country level?	Data captured on coherence and relevance	FDGs Online survey
3.2. To what extent monitoring and evaluation is used for learning and ensuring coherence and relevance of the Global and country level?	Means for verification of coherence and relevance	
EQ 4 How adaptive is FCA's management of its Global Programme in ensuring its continued relevance?		
4.1. What is the experience of the FCA from the new organisational structure so far? What changes particularly in terms of adaptability and flexibility are observed? How has it been reflected in the programming and programme management?	Perceptions of pros and cons of the new structure from programme management perspective changes in terms of adaptability and flexibility	FDGs, interview
Coherence		
External coherence		
EQ5.: By which means and to what extent has FCA ensured coherence and taken advantage of complementarity with other actors and stakeholders on global and national levels, in its programming and operations?		
5.1. What mechanisms are in place to ensure external coherence? Which partnership forums FCA participates and why? What are the plans for ensuring and enhancing external and internal coherence?	Networks and forums FCA is engaged with, roles and contributions	
Internal coherence		
EQ 6 . To what extent has FCA ensured internal coherence in programming and operations between FCA's Global strategy and FCA Global Programme (programming, global and country context mega trends, objectives, ToC etc.)?		
6.1. To what extent are the operations aligned with the FCA strategy? (both humanitarian, development)	Strategic guidance and examples on nexus and localization agenda	Document review (incl. Country programme documents) Online survey Interviews, FDGs
6.2. How does the CP promote synergies between themes?		
6.3. To what extent has FCA established links between humanitarian aid and development cooperation and/or peacebuilding efforts (the 'nexus')?		
6.4. How does the programme promote localization an with what effect?		

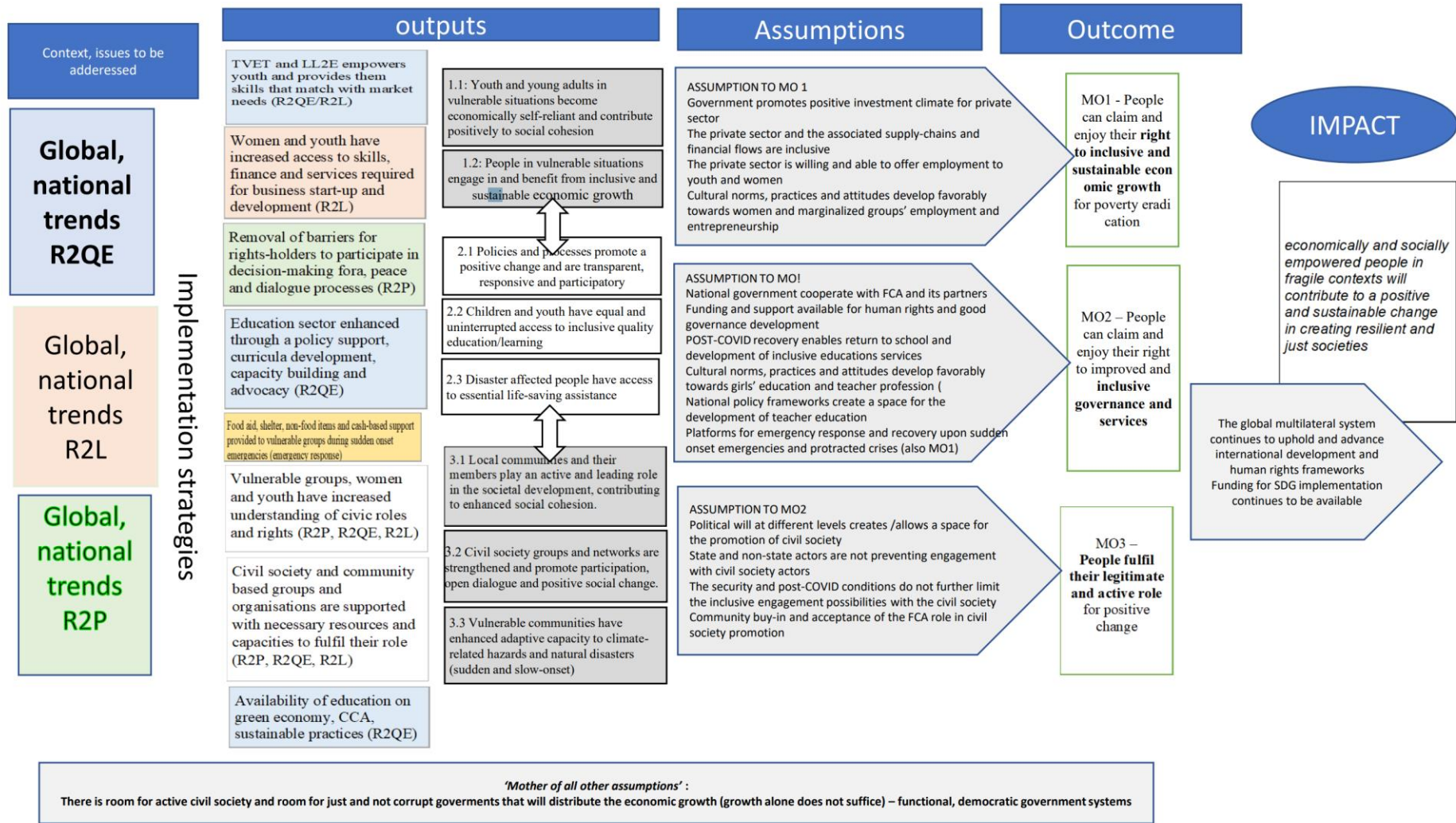
Annex 2 Evaluation questions and suggested modifications

Original Evaluation Questions	Suggested evaluation questions	Justification and approach
<p>EQ 1 How sensitive are the objectives and design of the Global Programme (including its objectives, Theory of Change, its modus-operandi, risk analysis, context analysis, etc.) to the economic, environmental, equity, social, political economy, and capacity conditions in which it is being planned and implemented?</p>	<p>EQ 1 To what extent does the Global Programme design, (including its objectives, Theory of Change, operational modalities, risk analysis and context analysis) respond to the global and country level (thematic, political etc.) needs and potential changes?</p> <p>SUBQUESTIONS</p> <p>1.1. What changes at global, country level and institutional changes have taken place during the programme implementation period 2018 – 2022 and during the programme planning and how have they influenced the programme ?</p> <p>1.2. What are the deriving forces and determinants of the strategic choices in terms of thematic areas, implementation modalities and partnership arrangements?</p>	<p>We suggest that the EQ1 would be adjusted because the assessment of the ‘economic, environmental, equity, social, political economy, and capacity conditions <i>in which it is being planned and implemented</i>’ would require a robust in-depth case-study approach. As discussed in the Kick-off meeting, as a strategic evaluation, the MTE will on the themes rather than country-specific implementation. Instead of few case study countries, we aim to engage all Country Offices (Country Directors and thematic staff) in FDGs. Changes at global, country level and in relation to the three thematic areas and advocacy are mapped out globally and by country. (see the initial list which was developed in the inception workshop, Annex 2). The findings will be validated and enriched in Focus group discussions.</p>
<p>EQ 2: To what extent have the thematic priorities, crosscutting issues, working modalities and types of implementation modalities (partner versus self-implementation, joint-implementation), and partnerships chosen by FCA been relevant for FCA’s country programme contexts and the targeted groups’ priorities and how relevance is ensured?</p>	<p>EQ 2: How does the FCA Global programme guide the country level programming?</p> <p>SUBQUESTIONS</p> <p>2.1. To what extent there is a common understanding about the purpose and role of the Global Programme?</p> <p>2.2. How does the Global Programme guide the countries in their programming ?</p> <p>2.3. To what extent the available programmatic and other analyses are utilised to provide timely strategic and programmatic guidance for the development of Global Programme?</p> <p>2.4. How flexible is the Global programme in responding to the changing environments/ needs? (e.g. humanitarian, development, advocacy)?</p> <p>2.5. What support do the Country operations have/ need to translate the Global Programme into the country level operations (overall and in thematic areas)?</p> <p>2.6. To what extent has FCA established links between humanitarian aid and development cooperation and/or peacebuilding efforts (the ‘nexus’)?</p>	<p>The MTE team will examine the situation analyses of the Programme Documentation and administer a short <i>online survey</i> to Country Office management and FCA staff, to get their views on the relevance of the choices (thematic priorities, partnership, implementation modalities and thematic priorities). The responses will be elaborated further in FDGs.</p>

EQ3 To what extent does FCA's Global Programme promote humanitarian-development-peace nexus and the localization agenda?	See 2.6.	EQ3 moved to sub-question 2.6.
EQ 4 To what extent does FCA Global Programme and the related results framework guide programmatic work in FCA country offices? How sensitive are FCA staff, local partners and other relevant stakeholders to FCA Global Programme and its objectives?	This is covered in EQ 2	Here we suggest that the reference to 'the results framework as a guide of programming work' would be removed because the Results Framework is not intended to guide programmatic work, but it is intended to measure the implementation and performance of the programme. Also the reference to 'other relevant stakeholders' is removed because the MTE is not expected to consult partners and stakeholders, because it is not relevant for the objective of this evaluation.
EQ 5 How well do the existing mechanisms for monitoring and learning support the coherence and relevance of FCA's Global Strategy and Global Programme?	MEAL EQ 3 How do the existing mechanisms for monitoring and learning support the coherence and relevance of FCA's Global Strategy and Global Programme? How is coherence and relevance monitored at the Global Programme and country level? 3.1. To what extent monitoring and evaluation is used for learning and ensuring coherence and relevance of the Global and country level?	No change in the original EQ. The MTE will examine the monitoring arrangements and systems and how they assess relevance and coherence in particular.
EQ 6 How adaptive is FCA's management of its Global Programme in ensuring its continued relevance?	EQ 4 How adaptive is FCA's management of its Global Programme in ensuring its continued relevance? 4.1. What is the experience of the FCA from the new organisational structure so far? How has it been reflected in the programming and programme management? 4.2. What changes particularly in terms of adaptability and flexibility are observed? How has it been reflected in the programming and programme management?	No change in the original EQ. The MTE will examine measures used to provide strategic guidance to the countries of operation and what feedback loops exist. Based on the issues identified in EQ1 the team will examine how the FCA management has responded to the needs of the changing environment.
EQ 7 To what extent the available programmatic and other analyses are utilised to provide timely strategic and programmatic guidance for the development of Global Programme?	Moved to subquestion 2.3.	The MTE will examine how human rights based context analyses and other analyses and studies (see FCA Programme 2022-2025) have been used as a reference for strategic guidance.

Coherence		
<p>EQ 8 By which means and to what extent has FCA ensured coherence and taken advantage of complementarity with other actors and stakeholders on global and national levels, in its programming and operations?</p>	<p>EQ 5 By which means and to what extent has FCA ensured coherence and taken advantage of complementarity with other actors and stakeholders on global and national levels, in its programming and operations?</p> <p>5.1. What mechanisms are in place to ensure external coherence? Which partnership forums FCA participates and why? What are the plans for ensuring and enhancing external and internal coherence?</p>	<p>No change in the original EQ. This will be examined from the programme documentation and addressed in the online survey and FDGs.</p>
<p>EQ 9 To what extent has FCA ensured internal coherence in programming and operations between FCA's Global strategy and FCA Global Programme (programming, global and country context mega trends, objectives, ToC etc.)?</p>	<p>EQ 6 To what extent has FCA ensured internal coherence in programming and operations between FCA's Global strategy and FCA Global Programme (programming, global and country context mega trends, objectives, ToC etc.)?</p> <p>6.1. To what extent are the operations aligned with the FCA strategy? (both humanitarian, development)</p> <p>6.2. How does the CP promote synergies between themes?</p> <p>6.3. To what extent has FCA established links between humanitarian aid and development cooperation and/or peacebuilding efforts (the 'nexus')?</p> <p>6.4. How does the programme promote localization and with what effect?</p>	<p>No change in the original EQ. The Theory of Change will be used to assess the internal coherence of the programme and issues affecting it (including assumptions).</p>

Annex 3 Theory of Change



The ToC illustrated above will be used as generic reference for the MTE. It does not include yet the implementation strategies of the thematic areas. The key issues from the realist evaluation perspective is to assess **to what extent the assumptions hold and are applicable in different contexts** and how the differences should be taken into account in the programming. In the inception meeting a ‘mother of all other assumptions’ a basic assumption – that permeates all the other assumptions was developed: *‘There needs to be room for active civil society and room for just and not corrupt governments that will distribute the economic growth (growth alone does not suffice) – functional, democratic government systems.’* The assumptions are summarized briefly in the ToC illustration and elaborated below.

Assumptions

To **MAIN OBJECTIVE 1:**

1. Government promotes policy, institutions, and accessible public goods and services that help creating enabling environment and positive investment climate for a socially and environmentally responsible and economically impactful private sector
2. The private sector and the associated supply-chains and financial flows are inclusive and considerate of the needs of the poor and vulnerable
3. The private sector is willing and able to offer employment to youth and women with market-relevant skills, complying with core labor standards
4. Cultural norms, practices and attitudes develop favorably towards women and marginalized groups’ employment and entrepreneurship

To **MAIN OBJECTIVE 2:**

5. National government willing and available to cooperate with FCA and its partners on key governance themes, including education
6. (National and donor) funding and support available for human rights and good governance development in key sectors, including education
7. POST-COVID recovery enables return to school and development of inclusive educations services
8. Cultural norms, practices and attitudes develop favorably towards girls’ education and teacher profession (including gender diversity)
9. National policy frameworks create a space for the development of teacher education
10. National and international coordination platforms work jointly and efficiently to facilitate emergency response and recovery upon sudden onset emergencies and protracted crises (also MO1)

To **MAIN OBJECTIVE 3**

11. Political will at different levels creates /allows a space for the promotion of civil society
12. State and non-state actors are not preventing engagement with civil society actors
13. The security and post-COVID conditions do not further limit the inclusive engagement possibilities with the civil society
14. Community buy-in and acceptance of the FCA role in civil society promotion

Annex 4 SWOT analysis

Annex SWOT

STRENGTHS

- Country level cluster coordination – all COs active in govt./NGO national and regional platform and WGs
- Global Strategy, clear and relevant themes (3), useful in fundraising, synergies between R2L and R2QE
- Genuine effort to respond to challenges and changes in the contexts (e.g. FCA 2030, ERP, SAMPO PM, Rules of Procedure)
- FCA's rich experience and history
- CO staff access to SAC support (partly)
- Knowledge management pre-pandemic: good cooperation between COs to learn from each other (workshops); programme week a good practice

WEAKNESSES /CHALLENGES

- Many large organizational development processes taking place simultaneously, not consolidated; unclear roles and responsibilities
- Audience /ownership of Global Programme – for FCA or for MFA or for all partners?
- Needs-based humanitarian assistance and rights-based development cooperation; different monitoring and reporting needs; short-term vs. long-term projects
- Confusing Global Programme with main objectives that differ from the Global Strategy
- Different COs with different support needs not transparently addressed
- COs: shortages in human resources (fund raising)
- Emphasis on budgetary growth, only recently development impact
- SAC-centred knowledge management; country-specific advice not available or available only at basic level; only virtual does not work
- Excessive number of guidelines (some outdated)
- Organizational culture
- R2P thematically unclear; link to and responsibilities of the Network?
- CO functions, roles and responsibilities not adequately addressed in the Rules of Procedure (in comparison to SAC depts and units)

OPPORTUNITIES

- MFA remains strategically important (provides multi-year and core funding to Country Offices)
- Expanded institutional funding from other donors (UNHCR, UNICEF, US Govt., ECHO, ECW, etc.)
- Humanitarian funding opportunities, less competition in fragile contexts
- (untapped) opportunity for regional programmes
- Government position and updated government policies (in the short-term), desire to work with certain donors
- Act Alliance provides a strong network for partnerships

THREATS / CHALLENGES

- Global risks, such as the pandemic (COVID-19)
- War in Ukraine (Russian role in Syria, CAR and implications to funding locally and globally)
- Major upheavals in local context, coup in Myanmar, regional conflicts increasing
- Increasingly rapid pace of change of global context; new and more stringent global requirements (e.g. Global Bargain, HQAI, Environmental and Climate Charter for Humanitarian Organizations)
- Donors rapidly changing their scope (e.g. from devt->HA->devt)
- Climate change and environmental crisis
- Operating and security context difficult in many countries
- Inflation, exchangerate losses (EUR-USD, USD local currency),
- Government position and updated government policies (some countries), desire to work with certain donors
- Short-term funding a challenge for CO planning and management
- Difficulty to identify qualified and competent local partners
- Competition for funding is big
- Donor requirements on monitoring and reporting
- *Parliamentary elections in Finland (2023)*

SWOT summary 29.9.2022

The SWOT is based on analysis of the issues raised by FCA staff (both SAC and COs) during the interviews. Compiling the responses into a SWOT format was an important internal triangulation tool for the MTE.

STRENGTHS

- FCA's Country level cluster coordination is well addressed in the operations: all COs are active in relevant national and regional platforms and working groups (led either by governments or by NGOs).
- Current Global Strategy (formulated in 2017) was cited by many (both SAC and CO staff) as a fundamental strength that is a cornerstone to FCA's success in recent years. It is based on three clear themes that are relevant and correspond to basic needs in programme countries. The Strategy and the themes therein serve as useful fundraising tool. Strong synergies were noted between two of the themes, namely R2L and R2QE.
- FCA has genuinely responded to challenges and changes in the contexts and has invested a lot in improving its organisation and improving operations, for example, FCA 2030, ERP, SAMPO PM, and Rules of Procedure.
- FCA has rich experience and history, particularly in development cooperation. However, experience from self-implementation is merely a decade long.
- Under the new organization CO staff has good access to SAC support; thematic advisers were most frequently mentioned in this context. Their role in providing guidance on the contents of the Global Programme into practice was appreciated by many.
- Knowledge management was considered a strength by many (particularly the practices that were in place before the COVID-19 pandemic). Then there was good cooperation between COs to learn from each other (workshops); also the annual programme week was considered a good practice.

WEAKNESSES /CHALLENGES

- Many large organizational development processes are taking place simultaneously at FCA (i.e. SAC), and their results are not yet consolidated; interviewees brought up the challenge they have with unclear SAC roles and responsibilities. The new structure encourages direct communication with SAC members, instead of communication with one focal point only. The CO staff members expressed that they do not know whom to approach at SAC with their issues now.
- The main audience and/or ownership of the Global Programme is not clear: many interviewees expressed that the main audience is MFA, some stated it is FCA, and other partners were hardly mentioned.
- Needs-based humanitarian assistance and rights-based development cooperation are two different modalities. For example, humanitarian projects are short-term and development projects long-term. They also have different monitoring and reporting needs.
- Majority of the persons interviewed found the Global Programme with main objectives that differ from the themes of the Global Strategy confusing.
- Different COs have different support needs; some COs felt that their needs have not always been transparently addressed.
- Considering that the Country Offices have the main responsibility on fund raising, there is a shortage in human resources for fund raising.

- Until recent years, budgetary growth has been emphasised to COs; only recently development impact and quality of projects has entered the discussion.
- Regarding knowledge management, a concern was expressed that it has become more SAC-centred than in the past. Country-specific advice is no longer available or is available only at a basic level. Although interviewees understood the role of virtual communications during the pandemic, they felt that in the long run using only virtual tools will not work and will not be effective.
- FCA has produced an excessive number of guidelines, some of which are outdated. This is not helping the COs to implement the Global Programme.
- Some issues regarding the organizational culture of SAC emerged. Examples were given about in-house development processes that were to the point and conducted as transparent and participatory process– but never quite reached the finish line, or approvals for changes that were considered quite major were fast-tracked without proper dialogue.
- Among the three themes of the Strategy R2P is thematically unclear. Suggestions were made to link it more firmly, perhaps allocating all responsibilities, to the Network.
- In addition, the evaluations consider that the CO functions, roles and responsibilities are not adequately addressed in the Rules of Procedure (in comparison to SAC departments and units).

OPPORTUNITIES

- Among the donors the partnership with MFA remains strategically important. MFA is quite unique among the institutional donors for its role in providing multi-year funding as well as core funding to Country Offices. UNICEF and EU have provided core funding, but only occasionally.
- Opportunities for expanding institutional funding from other donors exist – and FCA has tapped those successfully – for example, UNHCR, UNICEF, US Govt., ECHO, ECW, etc.
- While development cooperation funding has not increased, humanitarian funding opportunities have been on the rise; it has also been experienced that in the fragile contexts there is less competition.
- For FCA and the themes it supports there is opportunity for developing regional programmes; the opportunity remains largely untapped.
- The interviews suggest that in many of FCA’s programme countries, the government positions, their desire to work with certain donors and updated government policies have in recent years been favourable to FCA.
- Act Alliance provides a strong network for partnerships that could be tapped even further.

THREATS / CHALLENGES

- Experiences from the COVID-19 pandemic suggest that even the most qualified risk management systems cannot predict or prepare for all risks in advance.
- War in Ukraine is another example of a risk that few could predict in advance. The war and Russian role in Syria and Central African Republic has implications to funding both locally and globally.
- The 2021 coup d'état in Myanmar is an example of a major upheaval in local and political context with significant operational risks.
- The pace of change in the global development and humanitarian context has become increasingly rapid; new and more stringent global requirements are developed, such as Global Bargain, HQAI, and Environmental and Climate Charter for Humanitarian Organizations.

- Also donors can swiftly change their scope from development funding to humanitarian assistance and back which makes long-term planning for FCA and COs increasingly challenging.
- Climate change and environmental crisis are both getting harsher and more severe in all programme countries.
- Operating and security context remains difficult in many programme countries.
- Inflation and exchange rate losses (EUR-USD, USD local currency) are creating problems; activities may need to be postponed or cancelled because budgeted amounts will not be sufficient to meet all planned costs.
- Although government position and updated government policies were mentioned as an opportunity, they can also be a threat if governments place emphasis on sectors and themes that are not a priority to FCA or if governments desire to work with certain donors that do not fund civil society actors.
- Short-term funding is a challenge for CO planning and management; funding is not confirmed when annual plans are prepared
- In many programme countries, it is difficult for COs to identify qualified and competent local partners.
- Overall, competition for funding is fierce among CSOs in all countries.
- Donor requirements on monitoring and reporting need to be fulfilled no matter how cumbersome they are. This puts pressure on CO staff in all programme countries.
- It is the evaluation team's view that development cooperation and humanitarian assistance funding from MFA is not secure as much depends on the outcome of the parliamentary elections in Finland (2023).

Annex 5 Documents consulted

Type of document	Name of document
Global Strategy	FCA Global Strategy 2017
GP 2018-2023	Global Programme 2018-2023 document; GP 2018-2023 results frame
GP 2022-2025	GP Document 2022-2025 Results framework 2022-2025 TOC diagram Updated GP 2022-2025_Feb2022 Risk matrix updated Feb 2022 Targets table updated Jan 2022 Overview of the FCA Global Programme 2022-2025 (Powerpoint presentation 17 May 2022)
GP evaluations	GP evaluation 2017 Camaleonte + executive summary + recommendations. CSO2 evaluation 2017 - Finn Church Aid
Country Programme evaluations	South Sudan 2018, Sierra-Leone 2018, Kenya 2018, CAR 2020
Country strategies	CAR, IOPT, Jordan, Syria, Somalia, South-Sudan, Uganda, Kenya, Cambodia, Nepal, Myanmar
Context analysis	FCA Guidance and Format for Context Analysis 2019 updated FCA Guidance and Format for Context Analysis v.2 (revised 020420)
Country context analyses	Myanmar 2019, IOPT 2020, Nepal 2019, Cambodia 2021, Kenya 2021 Central African Republic <i>Analyse de contexte</i> RCA 2018, Context analysis update CAR 2019 and 2022 [Context analysis Central African Republic, Update 2022] South Sudan final revised 2018 Somalia Country analysis partly updated Aug.2020 Uganda Context analysis June 2017 Jordan Context and Stakeholders Analysis FinnChurchAid, Final Presentation 12 Apr. 2022, Sherpa Sustainable Development
GP annual plans	2018, 2019, 2020, 2021 and 2022 + results frame and targets for 2020, 2021 and 2022.
GP annual reports	2017, 2018, 2019, 2020 and 2021 and results frames with data 2018-2021 logframe (draft) 2019-2021 contribution to MFA aggregate indicators
Country Programme Annual Report (CPAR) guidance	New CPAR R Format with May 19 changes Country Programme Annual Plan and Report Format Final 2021
CPARs	2021 CPARs from Cambodia, Kenya, Myanmar, Somalia and South Sudan
RBA	Annex 2 Selvitys ihmisoikeustasosta FCA RBA Policy Principles
Networks- Changemaker	Changemaker Strategia

Networks-TwB	OIR Strategia
Women's Bank	Women's Bank Strategy project implications
Education- EiE	EiE Impact assessment report EiE guidelines final
R2QE- Education	FCA Education Strategy 2019
Linking Learning to Earning (LL2E)	Guidelines on Linking Learning to Earning final 2019
Career Guidance and Counselling	CGC in Finn Church Aid Enhancing CGC final
Right to Peace	FCA R2P Thematic Strategy 2020 Promoting local governance- Somalia "Looking back – looking ahead"
Right to Livelihood (R2L)	FCA R2L Thematic Strategy 2020 Impact assessment – LL2E Approach 2017 + management response Thematic assessment- Livelihood
FCA Annexes Code of Conduct	Code of conduct
Gender	FCA Gender Policy Principles FCA Gender Equality Policy 2022 Annex 6 Cross cutting issues final
Climate and Environment	FCA Climate Tool FCA Approach to Climate and Environmental Challenges
FCA and SDGs	Visia document- FCA and SDGs study SDG Mapping –Submitted to FCA
CHS documentation	FCA MA 2018 – Annex to Audit Report 2018. Comment: Detailed report of CHS maintenance audit 2018. The "Annexes" are for organisations' internal use only. The "Summary Reports" are public and publicly available on HQAI website . FCA MTA 2019 – Annex to Audit Report 2019; Detailed report of CHS mid-term audit 2019 FCA MA 2020 – Annex to Audit Report 2020; Detailed report of CHS maintenance audit 2020 FCA RCA 2021 – Annex to Audit Report 2021; Detailed report of CHS recertification audit 2021 Management Response/Progress Report MTA 2019; Management Response/Progress Report prepared for CHS maintenance audit 2018 Management Response/Progress Report MTA 2019; Management Response/Progress Report prepared for CHS mid-term audit 2019 Management Response/Progress Report MA 2020; Management Response/Progress Report prepared for CHS maintenance audit 2020 Management Response/Progress Report RCA 2021; Management Response/Progress Report prepared for CHS recertification audit 2021 Management Response/Progress Report MA 2022 ; Management Response/Progress Report prepared for maintenance audit 2022
CHS guidance	HQAI Audits Manual for Organisations; Guidance on CHS audits FCA Quality and Accountability Self-Assessment Instructions 11.10.2019

	FCA Quality and Accountability Self-Assessment Tool and AIP (Accountability Improvement Plan); Internally developed self-assessment for country offices to support their internal reflection and planning on quality and accountability. The assessment is based on CHS. QA (Quality and Accountability) self-assessment Intermediary report April 2020
Advocacy	FCA Advocacy strategy
Knowledge management	FCA Knowledge management plan Knowledge sharing /sharing of best practices (erillissessiot 2020, 2021, 2022)
Network for Religious and Traditional Peacemakers	Five Year Strategy of the Network for Religious and Traditional Peacemakers FINAL_NETW_Results Framework 2020-2025 FINAL_NETW Core Support Global Program 2021-2024
Nexus Documentation	FCA triple nexus Masters Thesis - Nexus and Localization Clara Millán Spring 2021
PME and learning guidelines	Global, country and project level PME and learning descriptions from the FCA intranet Project level PME guideline
FCA global programme indicator guidelines	FCA Global programme indicator guidance documents Documentation of the indicator revision process in 2020 (minor revisions) -ppt
FCA global programme financial data	Cost and institutional donors during 2018-2021 and 2022 country office budgets (version R1) calculated by the FOSD team (Excel files: FCA GP 2018-2021 Financial data, Kulut 2017-2021 maittain and 2022 budgets by income source)
Organization	FCA 2021 organisation Rules of Procedure 2022 revision (010222 Final and approved)
Guidance and tools for operational partnerships	Reflections on operational partnerships (January 2022)

Annex 6 Persons consulted

Work in Progress

FCA SAC staff

Mr Aly Cabrera, Climate and Environmental Sustainability Adviser
Mr Bruno Duréault, Director of Finance
Ms Carita Cruz, Senior Thematic Advisor, Right to Quality Education (TVET & CGC)
Mr Jouni Hemberg, Chief Executive Officer
Mr Tomi Järvinen, Deputy Executive Director, Head of Strategy Development Department
Marja Jörgensen, Director of Programme Support Development (PSD)
Ms Pauliina Kemppainen, Senior Thematic Advisor, Right to Quality Education
Mr Ville Kivimäki, Finance Manager
Ms Tanja Korkalainen, Strategic Programme Advisor, SDU
Ms Susanna Korpia-Bond, Senior Quality and Accountability Manager
Anna Koskivuo, SAMPO PM and country support coordinator
Mr Tapio Laakso, Head of Advocacy, Advocacy and Partnerships Unit
Mr Aarno Lahtinen, Head of Quality and Accountability
Hanna Lauha, Head of Grants
Ms Anna Muinonen, Quality and Accountability Advisor (based in Nairobi)
Ms Kaarina Nieminen, Grants Adviser – MFA PSB
Ms Miina Puntila, Head of Strategic Development Unit
Ms Eva-Marita Rinne-Koistinen, Senior Adviser, Rights Based and Gender issues
Ms Piritta Rikkonen, Program Manager, Global Programme, Strategy Development Unit
Ms Ulla Sarasalmi, Senior Thematic Advisor, Right to Livelihood
Ms Katri Suomi, Director, Stakeholder relations
Ms Paula Tarvainen, Senior Thematic Adviser, Right to Peace
Ms Saila Toikka, Monitoring and Evaluation Specialist (until 22.8.22)
Aila Waismaa, Grants Adviser – Women’s Bank

FCA Country Offices

Ms Susan Awandu, FCA CO Kenya, Entrepreneurship and Jobs Creation Officer
Mr John Bongeji, Country Director, FCA CO Kenya
Mr Henry Braun, Country Director, FCA CO Myanmar
Ms Chaw Chaw Ei, Education Specialist, FCA CO Myanmar
Mr Aburas Farah, Senior Education and Quality Advisor, FCA CO Somalia
Mr David Hendrickx, Program Manager, FCA CO Myanmar
Mr Filbert Idha, Education Technical Lead, FCA CO Uganda
Mr Ikali Karvinen, Country Director, FCA CO Somalia
Mr Mazen Khzouz, Country Director, FCA CO Jordan and FCA CO Syria
Mr Eng Ly, Youth and Peace Manager, FCA CO Cambodia
Mr Edison Munene, Business Development Manager, FCA CO Central African Republic
Mr Seme Nelson, Peace and Reconciliation Adviser, FCA CO South Sudan

Ms Sofia Olsson, Country Director, FCA CO Nepal
Ms Subarna Pandey, Program Officer (R2P), FCA CO Nepal
Mr Ahmed Shale, Senior Education Specialist, FCA CO Kenya
Ms Bone Thay, Acting Country Director, FCA CO Cambodia
Ms Jehan Zaben, Program Manager, FCA CO Jordan

Ministry for Foreign Affairs, Finland

Ms Riikka Kangas, Senior Officer, Unit for Civil Society
Mr Pekka Marttila, Councillor, Unit for Humanitarian Assistance and Policy

Other

Ms Eija Alajarva, former Head of Humanitarian Assistance Unit (until March 2022)
Ms Ritva Reinikka, Board Member

Annex 7 Supplementary data tables to the financial and institutional donor analysis

Table a. Institutional funding 2018-2021, EUR (Source: FCA financial data).

Category	Donor	Year			
		2018	2019	2020	2021
Finnish government	MFA-Frame	5 400 000	5 400 000	6 192 259	7 304 635
	MFA-hum.	2 852 693	3 841 113	2 493 213	2 245 357
	MFA other	904 800	1 024 210	781 550	714 767
	other Fin.gov.	51 495	32 271	42 268	29 000
	Subtotal	9 208 988	10 297 594	9 509 289	10 293 759
EU	EU dev	1 534 709	2 263 959	2 497 977	3 410 046
	EU hum	1 840 721	1 703 755	3 001 731	3 927 256
	Subtotal	3 375 430	3 967 714	5 499 708	7 337 303
UN	UNHCR	1 583 212	4 156 941	3 682 796	5 654 364
	UNICEF	2 355 102	2 337 298	1 546 599	726 453
	Humanitarian Funds			272 021	937 547
	UNDP			495 139	308 076
	UN Women	133 720	344 265	284 203	258 645
	MINUSCA			75 213	119 146
	CERF, WFP, etc	11 317			68 447
	UNOPS-MPTF	256 292	419 276	494 057	
	Subtotal	4 339 643	7 257 780	6 850 028	8 072 679
Governmentals (excl. Finnish)	US	320 018	721 976	3 038 925	3 502 142
	Netherlands	277 655	549 050	1 245 940	1 360 495
	Sweden		263 933	350 615	230 596
	Uganda				227 899
	Oman			99 108	169 688
	Belgium		168 954	216 845	142 043
	Estonia				68 107
	Germany			3 626	24 607
	Norway		23 994	62 717	19 694
	UK	35 896	38 195	41 899	
	Switzerland	135 778	39 827	4 119	
	Denmark	759 768			
	Subtotal	1 529 115	1 805 928	5 063 794	5 745 271
Other institutional	ECW	345 105	1 063 136	3 142 291	4 973 339
	ACT	178 056	184 889	122 399	269 513
	CFGB		12 469	916	330 089
	PWRDF			11 863	74 777
	Mondo	23 355	52 558	9 310	40 125
	ICRC				38 463
	Caritas				23 179
	SSF	74 496	372 931	435 891	14 416
	AVSI	16 610	3 843	3 081	

Category	Donor	Year			
		2018	2019	2020	2021
	KAICIID	165 404	27 755		
	NCA		73 290		1 461
	RfP		76 361		
	Misc.	50 878	36 390	-4 058	30 514
	Subtotal	853 904	1 903 621	3 721 694	5 795 875
Summary:					
Total International Funding		10 098 092	14 935 044	21 135 223	26 951 128
Total Institutional Funding		19 307 081	25 232 639	30 644 512	37 244 887

Table b. Institutional donors and funding provided by them (humanitarian / development), EUR, 2018-2021 (Source: FCA Financial data)

Donor category	Donor	2018		2019		2020		2021		Total during 2018-2021	
		HUM	DEV	HUM2	DEV3	HUM4	DEV5	HUM6	DEV7	HUM8	DEV9
ACT	ACT	178 056	0	184 889	0	122 399	0	269 513	0	754 857	0
Other inst.	AVSI	16 610	0	3 843	0	3 081	0	0	0	23 533	0
Government.	Belgian gov./Enabel	0	0	0	168 954	0	216 845	0	142 043	0	527 841
Other inst.	Caritas Switz.	0	0	0	0	0	0	0	23 179	0	23 179
UN	CERF	0	0	0	0	0	0	79 764	0	79 764	0
Other inst.	CFGB	0	0	12 469	0	916	0	-135	330 224	13 250	330 224
Other inst.	CGA	1 762	0	6 835	0	-7 429	0	0	0	1 168	0
Government.	Danish gov./Danida	0	759 768	0	0	0	0	0	0	0	759 768
Government.	Dutch MFA	277 655	0	197 341	351 709	451 143	794 797	407 001	953 494	1 333 140	2 100 000
Other inst.	Education Cannot Wait	345 105	0	1 063 136	0	3 142 291	0	4 973 339	0	9 523 871	0
Government.	Estonia gov.	0	0	0	0	0	0	0	68 107	0	68 107
EU	EU-dev	0	1 534 709	0	2 263 959	0	2 497 977	0	3 410 046	0	9 706 692
EU	EU-hum.	1 840 721	0	1 703 755	0	3 001 731	0	3 927 256	0	10 473 463	0
Other inst.	Fingo	0	0	0	0	0	0	0	6 000	0	6 000
Government.	German MFA	0	0	0	0	0	3 626	0	24 607	0	28 233
UN	Humanitarian Funds	0	0	0	0	272 021	0	937 547	0	1 209 568	0
Other inst.	ICCO	0	0	0	9 455	0	0	0	0	0	9 455
Other inst.	ICRC	0	0	0	0	0	0	38 463	0	38 463	0
Other inst.	KAICIID	0	165 403	0	27 755						193 158
FIN gov.	MFA-Frame (KEO-30)	0	5 400 000	0	5 400 000	0	6 192 259	0	7 304 635	0	24 296 894
FIN gov.	MFA-Hum. (KEO-70)	2 852 693	0	3 841 113	0	2 493 213	0	2 245 357	0	11 432 376	0
FIN gov.	MFA-other & other Minist	0	956 295	0	1 056 481	0	823 818	0	743 767	0	3 580 361
UN	MINUSCA	0	0	0	0	0	75 213	0	119 146	0	194 359
Other inst.	Misc.	0	14 231	0	20 101	0	3 371	0	24 514	0	62 216
Other inst.	Mondo	23 355	0	51 915	643	-1 405	10 715	0	40 125	73 865	51 483
Other inst.	NCA	0	0	73 290	0	0	0	1 461	0	74 750	0
Government.	Norway gov./NORAD	0	0	0	23 994	0	62 717	0	19 694	0	106 405
Government.	Oman gov.	0	0	0	0	0	99 108	0	169 688	0	268 797
Other inst.	PWRDF	0	0	0	0	11 863	0	74 777	0	86 640	0
Other inst.	Religions for Peace	0	0	0	76 361	0	0	0	0	0	76 361
Other inst.	SSF	0	74 496	0	372 931	0	435 891	0	14 416	0	897 734
Government.	Swedish gov./Sida	0	0	0	263 933	0	350 615	0	230 596	0	845 145
Government.	Swiss gov.	0	135 778	0	39 827	0	4 119	0	0	0	179 724
Government.	Uganda gov. (backdonor V	0	0	0	0	0	0	0	227 899	0	227 899
Government.	UK gov.	0	35 896	0	38 195	0	41 899	0	0	0	115 990
UN	UN Women	0	133 720	0	344 265	117 515	166 688	258 645	0	376 161	644 673
UN	UNDP	0	0	0	0	495 139	0	308 076	0	803 215	0
UN	UNHCR	1 583 212	0	4 164 348	-7 408	3 682 796	0	5 654 364	0	15 084 721	-7 408
UN	UNICEF	1 337 303	1 017 799	2 095 801	241 498	1 546 599	0	194 465	531 988	5 174 169	1 791 285
UN	UNOPS	0	256 292	0	419 276	0	494 057	0	0	0	1 169 624
Government.	US gov./ Dep. of State	0	320 018	225 835	132 882	3 004 983	0	3 502 142	0	6 732 960	452 901
Government.	US gov./USAID	0	0	0	363 258	0	33 942	0	0	0	397 200
UN	WFP	11 317	0	0	0	0	0	-11 317	0	0	0
		8 467 789	10 804 405	13 624 569	11 608 070	18 336 857	12 307 655	22 860 718	14 384 169	63 289 933	49 104 298
	Totals	8 467 789	10 804 405	13 624 569	11 608 070	18 336 857	12 307 655	22 860 718	14 384 169	63 289 933	49 104 299
	other than human or dev costs, and other hum&dev costs but funded by FCA own funds, etc.	21 244 974		21 114 984		17 144 337		17 572 512		77 076 806	
	Total FCA costs	2018	2019	2020	2021	2018-2021					
		40 517 168	46 347 623	47 788 849	54 817 398,50	189 471 038					

Table c. Biggest institutional donors, EUR, 2018-2021

	2018	2019	2020	2021
Finnish Gov.	9 208 988	10 297 594	9 509 289	10 293 759
UNHCR	1 583 212	4 156 941	3 682 796	5 654 364
ECW	345 105	1 063 136	3 142 291	4 973 339
EU-hum	1 840 721	1 703 755	3 001 731	3 927 256
US gov.	320 018	721 976	3 038 925	3 502 142
EU-dev	1 534 709	1 703 755	2 497 977	3 410 046
Dutch Gov.	277 655	549 050	1 245 940	1 360 495
Humanitarian Funds			272 021	937 547
UNICEF	2 355 102	2 337 298	1 546 599	726 453
Danida	759 768			
Total	18 225 279	22 533 505	27 937 568	34 785 402

Figures depicting the amount of funding per different institutional donors, 2018-2021 (Source: FCA Financial data)

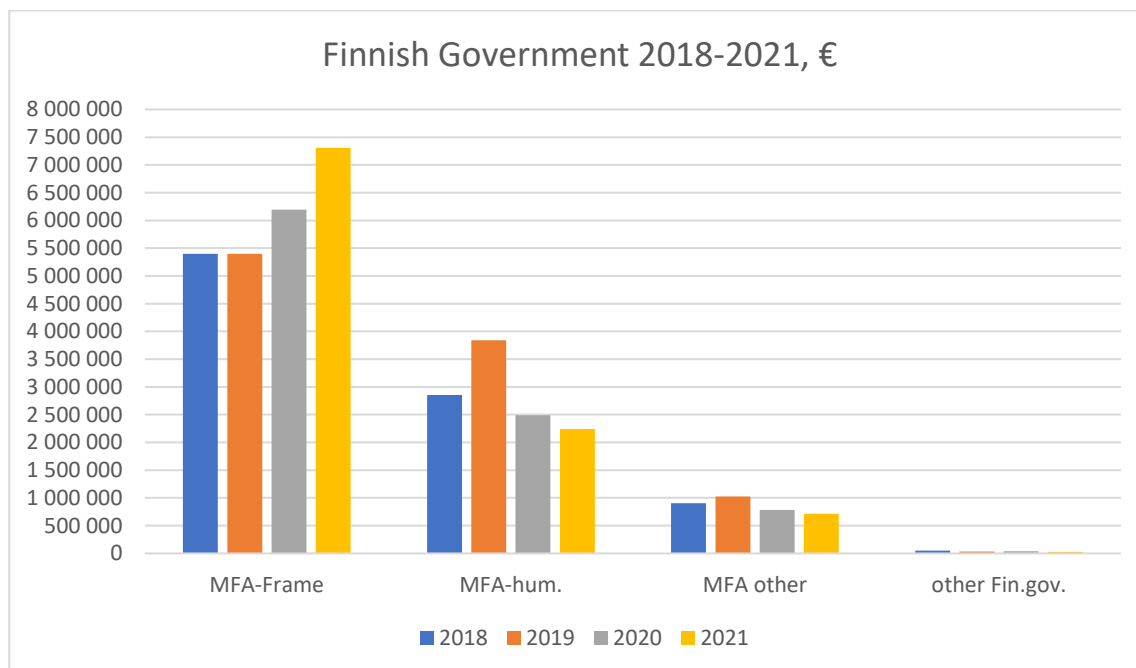


Figure a. Finnish government funding 2018-2021

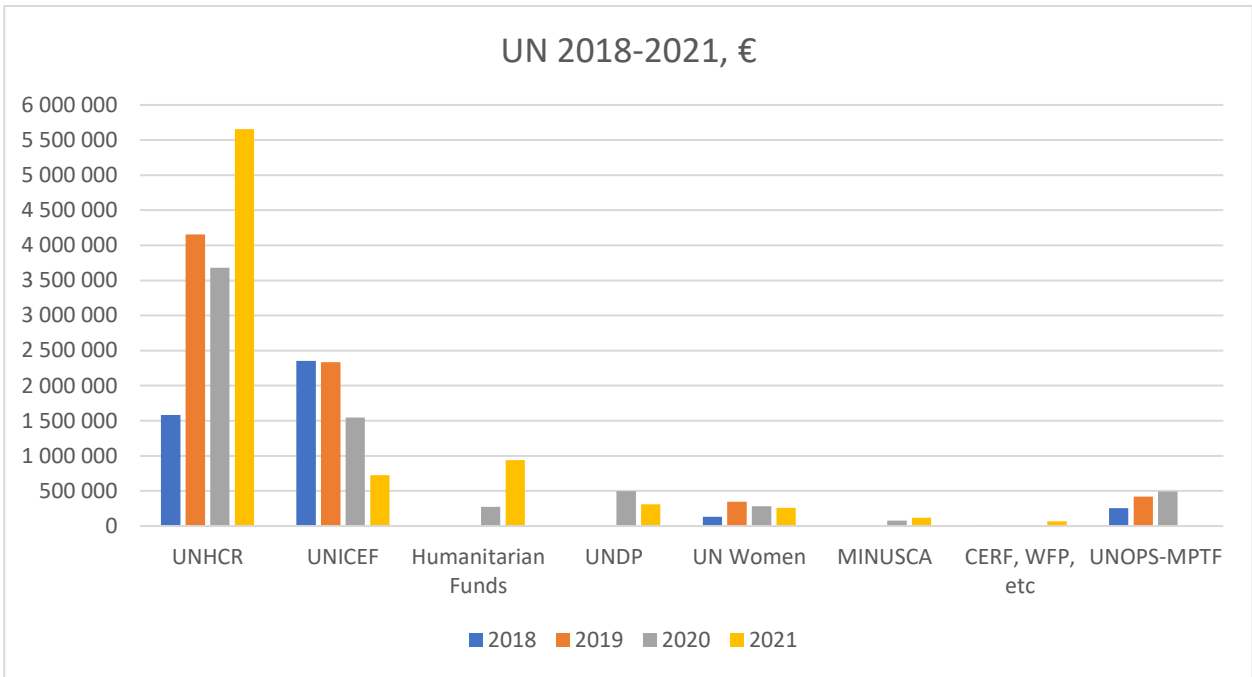


Figure b. UN funding 2018-2021

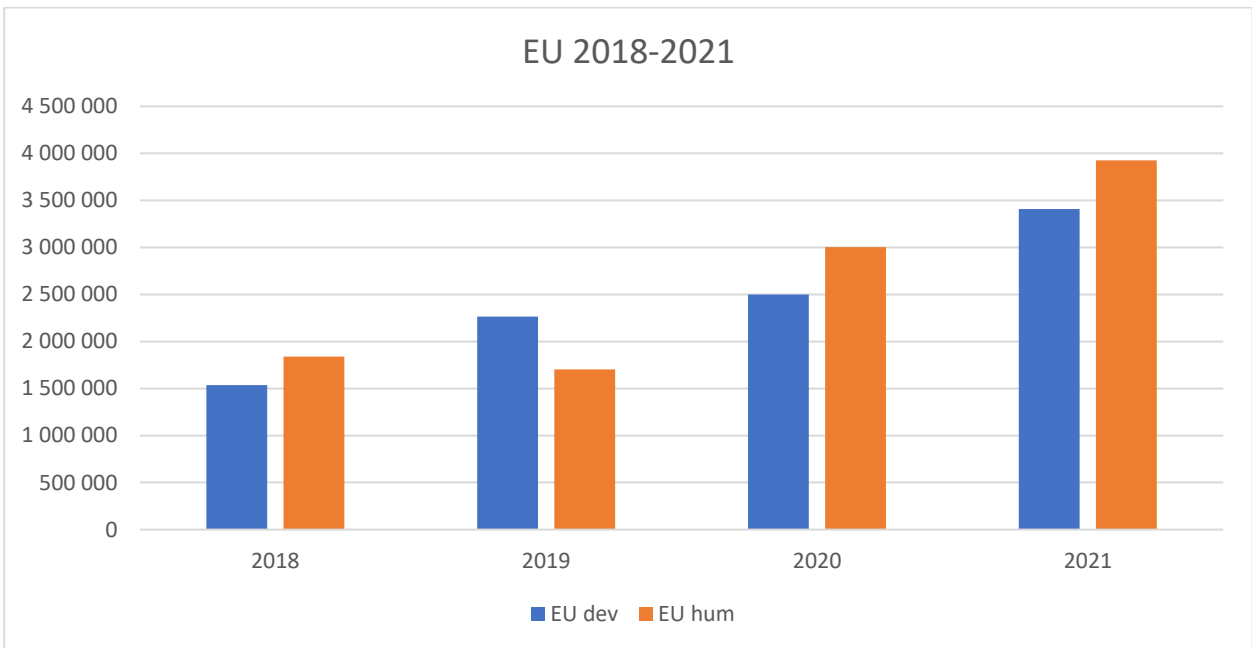


Figure c, EU funding 2018-2021

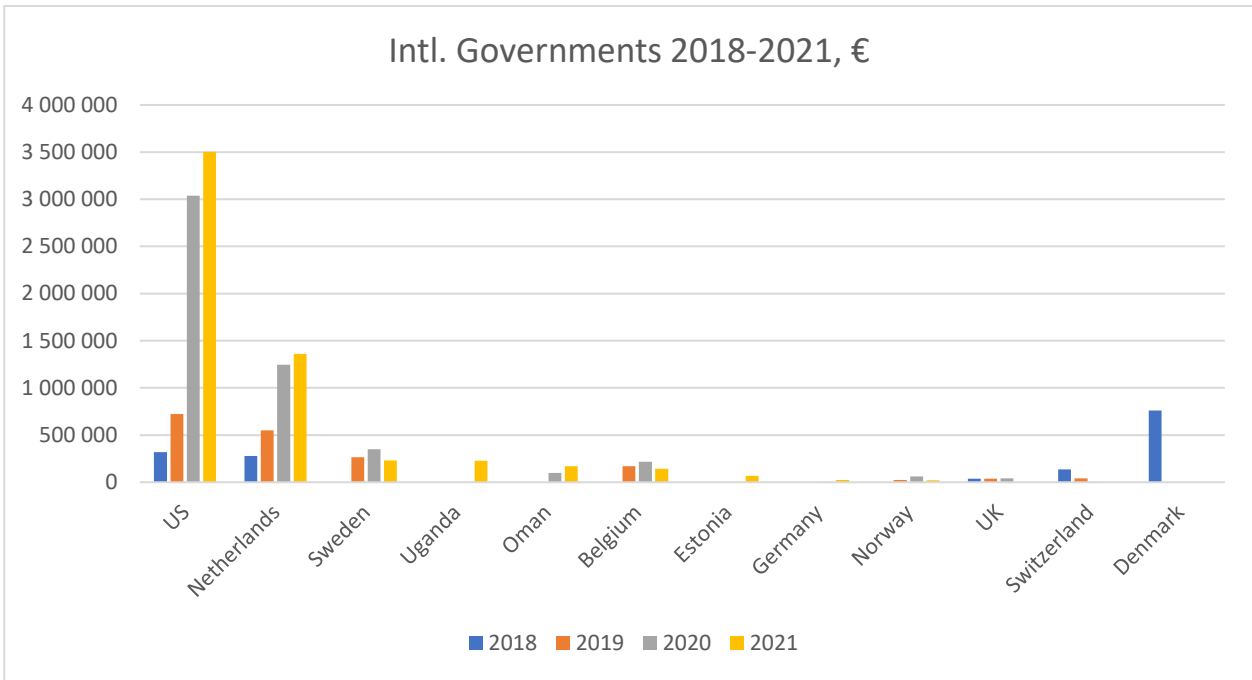


Figure d. International government's funding 2018-2021

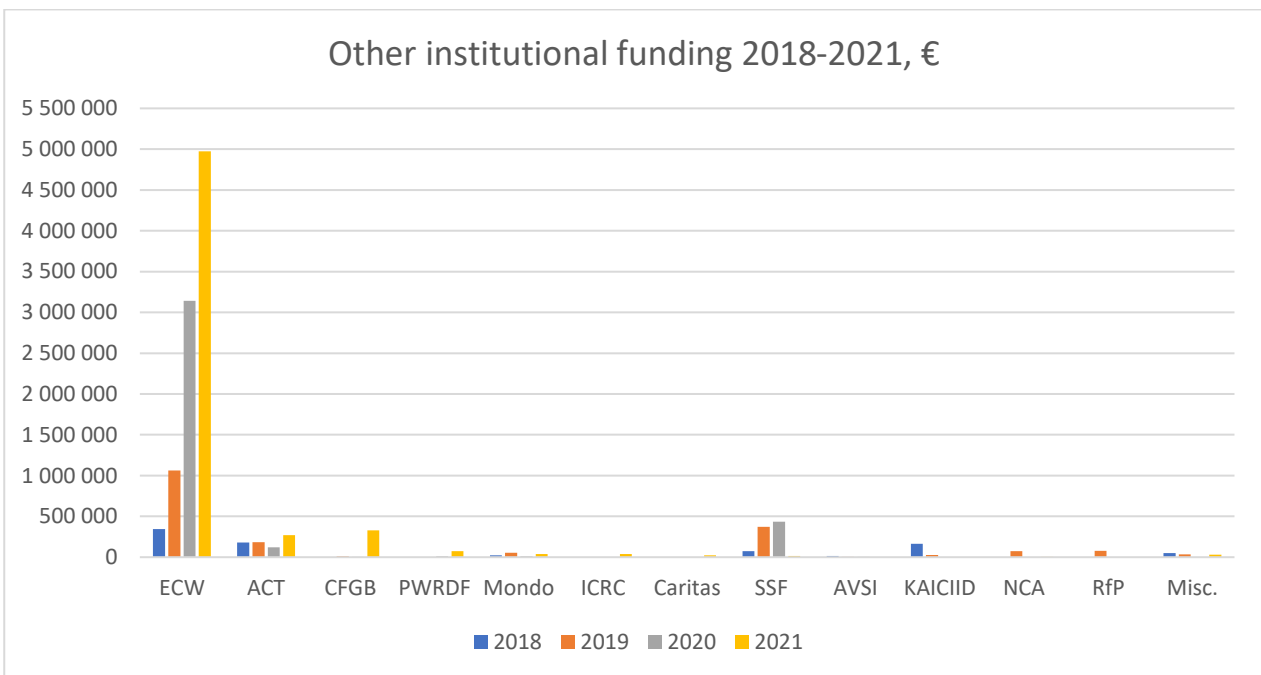


Figure e. Other institutional funding 2018-2021

Annex 8 Donor list per countries during 2018-2021

Country	Donors
Bangladesh	ACT, MFA-Hum, FCA
Cambodia	ACT, MFA-Frame, EU-EACEA, Sida, FCA
CAR	MFA-Hum., MFA-Frame, Dutch MFA (via ICCO), UNICEF, WFP, MINUSCA, UNDP, UNHCR, CHF, NCA, FCA
Eritrea	UK gov., Swiss gov. EU-EIDHR, EU-FPI, MFA-EU-support, FCA
Greece	ACT, FCA
Indonesia	FCA
IOPT	MFA-Frame, Comic Relief, FCA
Jordan	MFA-Frame, MFA-Hum, Danida (RDPP), Mondo, USAID, Dutch MFA, Caritas Switzerland, FCA
Kenya	MFA-Frame, MFA-Hum, UNICEF, UNHCR, US-DOS, Estonia gov., FCA
Lebanon	FCA
Liberia	EU-EIDHR, MFA-EU-Support, FCA
Mozambique	FCA
Myanmar	MFA-Frame, MFA-Hum, UK gov., UN Women, MHF, CERF (via UN Women), FCA
Nepal	MFA-Frame, EU-EACEA, EU-EIDHR, UNICEF, FCA
NETWS	MFA-POL-50, MFA-ALI-20, EU-FPI, EU-HOME, EU-EIDHR, EU-Horizon, NORAD, KAICIID, Religions for Peace, US-DOS, Oman gov., German MFA, MFA-EU-support, Ministry of Interior of Fin., FCA
Somalia	MFA-Frame, MFA-Hum, MFA-POL-60, MFA-ALI-20, MFA-EU-support, ACT, ECHO, EU-EuropeAid, EU-EEAS, UNOPS, SSF, USAID, FCA
South Sudan	MFA-Frame, MFA-Hum, ACT, EU-EuropeAid, ECHO, EU-TF-Africa, CGA, ECW, CFGB, PWRDF, SSHF, UNICEF, UN-RSRTF, FCA
Syria	MFA-Frame (?), MFA-Hum, ECHO, ACT, UNICEF, SHF, FCA
Uganda	MFA-Frame, MFA-Hun, ECHO, EU-EACEA, EU-Horizon, AVSI, Mondo, UNICEF, UNHCR, Comic Relief, PWRDF, ICRC, Uganda gov., Estonia gov., Belgian gov.(Enabel), US-DOS

(Source: FCA Financial data)

Annex 9 Survey

1. Please rate the support that the current SAC management systems and processes provide to the Country Office in

	Excellent	Sufficient	Not sufficient	I don't know
Country Strategy planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Annual planning and reporting	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Organizational development of the Country Office	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Planning and implementing country programme fundraising	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Monitoring	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Advocacy	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Risk Management	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

2. What are the advocacy goals of the Country Office?

3. How do you monitor and report about coherence and relevance of the Country Strategy? Please describe.

4. What are the three most important things that FCA (both SAC and Country Offices) should focus on during the remaining period of the implementation of the Global Programme 2022-2025?

5. Please give your suggestions on formulation process and contents of the next FCA Global Programme (starting from 2026).

6. What is your position in the Country Office?

- Country Office Senior Management
- Senior Expert
- Other (please specify)

- None of the above

Annex 10 Terms of Reference

Finn Church Aid Global Programme

Mid-term evaluation

Terms of Reference (ToR)

Date of issue:	5 April 2022
Project title:	Finn church Aid Global Programme Mid-term evaluation
Deadline for submission of offers:	27 April 2022 – 18:00 PM, Finland Time
Link for downloading documents and submission of bids:	https://tarjouspalvelu.fi/kirkonulkokompanu?id=395480&tpk=208bd247-6d9a-4403-a1f2-e4d135a2eb47 Bid submissions via email are not accepted . Interested candidates and service providers must register using the link above, download complete tender dossier and submit their bids using the same electronic submission system. If you have technical difficulty, please contact procurement@kua.fi Please do not send your bid via email.
Contracting authority:	Finn Church Aid Foundation, Finland

1. About Finn Church Aid

FCA contributes to positive change by supporting people in the most vulnerable situations in fragile and disaster-affected areas. In 2022, FCA implements 11 country programmes in Asia, Africa and Middle East in development work, humanitarian assistance and advocacy with an additional focus on investments.

FCA believes that the reduction of poverty requires achieving peace and the realisation of human rights, and that the local communities have the most sustainable solutions to the challenges in their own contexts. FCA specialises in three thematic priority areas: Right to Peace (R2P), Right to Livelihood (R2L) and Right to Quality Education (R2QE).

2. Background of the evaluation and FCA Global Programme

FCA is currently undergoing an organizational change process that started in 2019. The process has focused on the continued delegation of powers to FCA country offices and the transformation and restructuring of Helsinki Head Office into a Service and Accountability Centre (SAC). FCA's country offices have the main responsibility for programme implementation. The Service and Accountability Centre (SAC) responsibilities include overall strategic leadership, outlining general frameworks and a number of support and coordination functions.

2.1 FCA's focus on fragile contexts:

FCA has made a strategic decision to focus on fragile contexts and countries where our work can have the greatest impact. Our work is context driven and brings together addressing immediate needs, reduced vulnerability and enhanced resilience of people. The majority of FCA programme countries experience alternating periods of relative stability and emergency caused by conflict or natural calamities- or both- with considerable consequences for the local populations.

Already prior to the Covid-19 pandemic, few fragile and conflict-affected states were on track to meet the Sustainable Development Goals (SDGs) by 2030. In most FCA's operating contexts, Covid-19 pandemic and its negative impact on the economy and other sectors is jeopardising the progress made in recent years. School closures have led to significant disruptions to education across the world, giving rise to learning losses and increases in inequality, while in many contexts Covid-19 has also exacerbated the underlying root causes of conflicts and conflict dynamics. This is visible in the decline in women and girls' rights, and the rights of marginalized and excluded groups. The social disruption and economic losses have increased in particular girls and women's vulnerability to different forms of violence and exploitation.

In many of FCA's programme countries, Civil Society Organizations (CSOs) are providing essential services and support to the local communities, often substituting for government and reaching people who are vulnerable or marginalized. Yet, some of the moves to limit the freedom of non-governmental organizations (NGOs) and CSOs are seriously reducing their capacity to operate independently and effectively. In many contexts, the Covid-19 related restrictions have limited the space available for the civil society and caused the civil society groups to call on governments to adhere to legal obligations to respect and protect human rights and fundamental freedoms. Against this background, FCA is committed to supporting its local partners and the CSOs in its countries of operation and strongly believes that civil society's experience in demanding more transparency and accountability is very much needed to build a more just and equal post-pandemic future.

2.2 Global programme policy context

FCA's Global Programme has a strong correlation with major donor policy priorities. This is due to a shared commitment to international frameworks, such as 2030 Agenda and the commitments of the World Humanitarian Summit 2016 (WHS), including the Grand Bargain, as well as The Global Compact that seeks to address challenges related to today's migration in ensuring that refugees and the countries and communities that host large numbers of refugees are not left behind.

FCA anchors the rights of education, livelihood and peace in the UN HR framework. The principles of sustainable development guide FCA's operations and support the progress in line with the 2030 Agenda and Sustainable Development Goals in our programme countries. FCA is committed to contributing to the achievement of sustainable development in its three main dimensions – economic, social and environmental – in an integrated and comprehensive manner.

FCA Global Programme's main objectives are in line with the Finnish development policy priority focus areas. FCA and Finnish development policy and development cooperation both focus on supporting developing countries in their efforts to eradicate poverty, reduce inequality and advance sustainable development. National strategies and other relevant context related frameworks, policies and standards also guide our work.

2.3. Overview of FCA Global Programme:

Introduction:

FCA's Global Programme (GP) translates FCA's strategy into practice. FCA Global Strategy 2017 analyses the major global megatrends impacting and influencing FCA's work. It also describes how FCA intends to effectively promote sustainable change in the three strategic thematic areas with three programmatic goals and four organizational goals. Our Global Programme spells out how we

plan to implement FCA Global Strategy effectively to promote the desired positive changes and quality performance.

The current Global Programme period is 2018-2023 and Global Programme 2022-2025 is a continuation of this (including the revision of 2022-2023 programme period), designed in the spring of 2020 to respond to the current and next years' development challenges. The Global Programme includes all our country programmes (11 in 2022, and Lebanon and DPRK). In January 2022, FCA Global Programme consisted of approximately 77 FCA and/or partner implemented projects, funded by various donors.

All networks and volunteer networks (Teachers without Borders) Women's Bank network, Changemaker youth network, EAPPI, Peacemakers Network) and our programme work in Finland also support the realization of FCA Global Programme objectives.

In 2019, FCA's country programmes reached nearly 400,000 persons and in 2020, despite the Covid-19 pandemic over 447,000 persons in Asia, Africa and Middle East. The impact of Covid-19 in 2020 was significant and continues to be so in many of FCA's countries of operation.

Global Programme contents and modalities:

FCA's Global Programme puts people with vulnerabilities at the centre of our work, including children, youth, women, persons with disabilities (PWD), refugees and internally displaced persons.

FCA's three thematic focus areas are Right to Livelihood (R2L), Right to Quality Education (R2QE) and Right to Peace (R2P); each one of them is promoted in the spheres of private sector, governance and civil society that constitute the overall strategic frame for the main objectives. In addition, in line with FCA's commitment to promote **Rights-Based Approach (RBA)**, FCA has identified a number of cross-cutting issues and complementary approaches setting a minimum standard for all its working modalities. The three cross-cutting issues are common to all FCA working modalities: 1) Gender equality and social inclusion, 2) **Climate action and environmental protection and 3) Do No Harm and conflict sensitivity. In addition to RBA and Resilience, also Innovation and promoting the Localisation Agenda are important aspects in FCA's programme work.**

To promote positive change in the three thematic focus areas, FCA mainly works through the modalities of development cooperation, humanitarian aid, advocacy and investment. We promote thematic synergies, as well as systematically combine development cooperation, humanitarian assistance and advocacy in all our work. Furthermore, FCA promotes triple nexus so as to meet people's needs, mitigate vulnerabilities and promote sustainable peace more effectively in our programme countries. In all our efforts and as part of all our modalities, we promote partnerships that add value to our work at local, national and international level as we as in Finland.

Global Programme Theory of Change and programme objectives:

Our Theory of Change (ToC) translates the FCA strategic focus areas of Right to Livelihood (R2L), Right to Quality Education (R2QE) and Right to Peace (R2P) to a programme theory (in line with the Global Programme results framework and targets set for 2022-2025).

The Global Programme impact level goal and the three main objectives (MO1- MO3) are directly linked with FCA's Global Strategy and its programmatic and organizational goals. The main objectives (3) have (8) sub-objectives and indicators that are monitored globally, allowing a global analysis of global progress and the most common global trends. The results framework includes both qualitative and quantitative indicators.

FCA works towards the world where *economically and socially empowered people in fragile contexts will contribute to a positive and sustainable change in creating resilient and just societies (Impact Goal)*.

In FCA's understanding, development towards resilient and just societies in fragile countries requires that changes in the following three domains take place:

People, particularly those in vulnerable situation, need to be able to increasingly *benefit from economic growth that is sustainable and enables people to lift themselves from poverty* (Main Objective 1). Sustainable livelihoods is a prerequisite for human dignity, fulfillment of the everyday needs and development of people's wellbeing. When people are able to claim and enjoy their right to economic growth and develop their livelihoods, they will be better equipped and empowered to participate as active citizens – right-holders – in the social, economic and political development of their societies, and thus act as drivers for positive change in diverse other areas of society and life; contributing towards more *resilient and just societies*.

Structural and transformative change towards more *resilient and just societies* is not possible without *transparent, responsive and inclusive governance processes that also enable people's access to services* (Main Objective 2). This means that duty-bearers in different fragile contexts need to be able to ensure access to and delivery of basic needs (e.g. water, food, shelter, health services, education) as well as the rights-holders' access to information, participation and dialogue.

While the positive change in people's access to economic opportunities and inclusive governance and services, such as education, are at the core of FCA's ToC, resilient and just societies are not built without an active civil society. Only when *right holders can fulfill their legitimate role and act for positive change* (Main Objective 3) at different levels of society, transformative change towards *resilient and just societies* can take place. The space for and capacity of civil society – including traditionally excluded groups – to act and take the lead in the spheres of socially, economically and environmentally sustainable development are a prerequisite for this to realize.

3. Global programme mid-term evaluation purpose and target audience

FCA's first comprehensive Global Programme was developed in 2017 and its implementation started in 2018 (Global Programme 2018-2023). The Global Programme 2022-2025 was designed in the spring of 2020 to respond to the current and next years' development challenges. So far, there have been no Global Programme reviews or evaluations.

Between 2018 and 2021 the Global Programme has evolved and grown, while at the same time the thematic focus, funding base, implementation modalities and partnerships vary between the different country programmes. In addition, effects of the Covid-19 pandemic on local operating contexts, FCA's targeted beneficiaries and country programmes have been great with both achievements and innovations as well as important lessons learnt. In view of all the above, this constitutes a favorable moment to undertake this mid-term evaluation of FCA Global Programme.

3.1 The overall purpose of the mid-term evaluation:

To make relevant observations, conclusions and recommendations for the necessary revisions and corrective actions on FCA 2022-2025 Global Programme and FCA Global Strategy for maximum positive results.

The results of the mid-term evaluation will serve both internal and external audiences. Internally, FCA will use the observations and recommendation for the further development of its Global Programme, the related processes and capacity building efforts as well as in support of FCA Global

Strategy review process. The results will be also shared with relevant partners and other stakeholders and donors.

3.2. *Mid-term evaluation objectives*

Towards the achievement of the overall purpose, the specific objectives of the mid-term review are:

- 1) To increase FCA's understanding of FCA Global Programme's evolution from 2018 to what it is today, and the direction and contents of our work, against the current major global and country specific changes and trends;
- 2) To assess the continued relevance of FCA Global Programme in its countries of operation and in guiding global level programming and analysis;
- 3) To establish FCA's Global Programme's programmatic strengths, also as they relate to other actors and partnerships, draw key lessons learnt and keys to success, and provide practical recommendations for more relevant and impactful programming;
- 4) To assess the coherence between FCA Global Strategy 2017- onwards and Global Programme 2022-2025 and against the above observations and make recommendations for future FCA Global Strategy revision (see also section 4 and Coherence);
- 5) To assess the effectiveness of FCA's management approach in taking advantage of the available programmatic and other analyses to provide timely strategic and programmatic guidance and make practical recommendations for enhanced decision-making.

4. Scope of the mid-term evaluation

The scope of this external mid-term evaluation will cover FCA Global Programme 2018-2022 (present day) as implemented by FCA Country Programmes. The evaluation entails:

- all three thematic focus areas (Right to Quality Education, Right to Livelihood and Right to Peace)
- the implementation of rights-based approach and four cross-cutting issues: gender equality and social inclusion (incl. disability inclusion); Do no Harm and conflict sensitivity; climate change and environmental protection; and innovation.
- the main modalities of FCA's work (humanitarian aid, development cooperation, advocacy, investment),
- the main partnerships (in addition to local NGOs/CSOs, FCA works with a wide variety of partners, local communities, INGOs, UN partners, Ministries in country, GPE, ECW etc.)

The scope of this evaluation does not cover FCA's own Networks or volunteer work.

5. Mid-term evaluation questions

5.1 Relevance

- 6) How sensitive are the objectives and design of the Global Programme (including its objectives, Theory of Change, its modus-operandi, risk analysis, context analysis, etc.) to the economic, environmental, equity, social, political economy, and capacity conditions in which it is being planned and implemented?

- 7) To what extent have the thematic priorities, crosscutting issues, working modalities and types of implementation (partner versus self-implementation, joint-implementation), and partnerships chosen by FCA been relevant for FCA's country programme contexts and the targeted groups' priorities?
- 8) To what extent does FCA's Global Programme promote humanitarian-development-peace nexus as well as the localization agenda?
- 9) To what extent does FCA Global Programme and the related results framework guide programmatic work in FCA country offices? How sensitive are FCA staff, local partners and other relevant stakeholders to FCA Global Programme and its objectives?

5.2 Coherence

- 10) By which means and to what extent has FCA ensured coherence and taken advantage of complementarity with other actors and stakeholders on global and national levels, in its programming and operations? ¹⁷
- 11) To what extent has FCA ensured internal coherence in programming and operations between FCA's Global strategy and FCA Global Programme (programming, global and country context mega trends, objectives, ToC etc.)?

5.3 Management approach

- 12) How well do the existing mechanisms for monitoring and learning support the coherence and relevance of FCA's Global Strategy and Global Programme?
- 13) How adaptive is FCA's management of its Global Programme in ensuring its continued relevance? To what extent the available programmatic and other analyses are utilised to provide timely strategic and programmatic guidance for the development of Global Programme?

6. Approach and methodology

The mid-term review will be conducted by an external evaluator led by the FCA Service and Accountability Center (SAC) in Finland, and in collaboration with selected country offices and other stakeholders. The Programme Manager for Global Programme in SAC will be the Evaluation Manager.

The evaluation will be conducted in a participatory manner and following the rights-based approach. In their proposals the consultants are expected to describe their tentative approach to the evaluation methodology. The methodology will be revisited and finalised in the inception report together with a detailed evaluation matrix based on the finalized evaluation questions. Following data collection approaches should be included:

¹⁷ Internal coherence refers to programme synergies and interlinkages. External coherence considers the consistency of the programme with other actors' interventions in the same context. This includes complementarity, harmonisation and co-ordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort.

- Comprehensive desk review of programme and contextual documentation.
- Interviews with FCA SAC staff (both in inception and evaluation data collections stage).
- Data collection on the selected Country Programmes (e.g. by applying a case study approach).
- Interviews with selected global stakeholders and partners.
- Interviews with other relevant stakeholders identified in the inception stage.
(Survey approach can be proposed).

The following documentation will be made available for the evaluator on FCA strategy and policies, on global programme level, on country programme as well as on project level:

- FCA Global Strategy 2017 onwards;
- FCA Global Programme 2018-2023 and the related annexes;
- FCA Global Programme 2022-2025 and the related annexes;
- FCA's thematic and cross-cutting issues strategies and policy guidance notes;
- Relevant organisational and programmatic FCA policies;
- FCA Global Programme annual plans and annual reports for the programme period 2018-2022;
- Country Strategies and multi-annual results frameworks;
- Country Programme Annual Plans;
- Country Programme Annual Reports;
- Relevant thematic assessments and evaluation reports;
- FCA Country Programme evaluations;
- Relevant Project evaluations;
- CHS audits and self-assessments;
- Strategic meeting minutes and decision memos.
- Selected documentation relating to the wider policy and country context of FCA.

As travel to country offices remains restricted due to health and security issues, the evaluator is expected to propose alternative ways for FCA country programme participation and review of the country programmes.

7. Provisional timetable

The evaluation will commence with a kick-off meeting after the evaluator has signed the contract. The evaluation has to be concluded and the Final Report has to be received and approved by early October 2022.

Time	Activity	Deliverable
First half of May	Kick-off meeting	Inception report
First half of May	Initial desk review	
Second half of May	Inception report	
First half of June	Inception meeting to discuss and validate evaluation approach	
Second half of June	FCA comments and approval of the inception report	
July	N/A	N/A
August	Evaluation data collection	
August	Preparation of the draft report	

End of August	Key findings discussion with FCA	Draft report
First half of September	FCA comments for the draft report	
Second half of September	Validation session with FCA SAC	Final Report
Second half of September	Finalising the evaluation report	
Early October	Submission and approval of the final report	

8. Deliverables

The expected deliverables of the assignment are:

- 1) *Inception Report*: Key reflections on the preliminary desk review. A concise description of the approach, preparation of evaluation matrix with finalized evaluation questions, stakeholder analysis, methodology and sampling, and any data collection tools to be used, as well as the final work plan for conducting the evaluation (after the initial interviews with FCA and preliminary desk review).
- 2) *Key findings discussion* organized with FCA key staff. Discussion on the key recommendations to further develop or redirect programming.
- 3) *A draft final report* in English.
- 4) *A final report in English* (max 30 pages), including the following contents: Executive Summary in English, Introduction, Methodology, Findings, Conclusions, Recommendations, Annexes: List of documents reviewed, List of persons/partners interviewed/surveyed, Tools used, other relevant annexes.
- 5) *A presentation on the mid-term evaluation outcomes to FCA staff.*

Each deliverable will be separately approved by FCA if assessed as acceptable quality in terms of:

- Containing all the sections specified in FCA's templates (please see the more detailed requirements in the attached templates).
- Written in clear and comprehensible English.
- Reflecting the chosen evaluation methodology.
- FCA reserves the right to end the evaluation in the inception phase if the inception report is unsatisfactory.
- The maximum length of the draft and final report is 30 pages without annexes. The annexes include but are not limited to the ToR for the evaluation, list of consulted documents, list of people interviewed, by affiliation, and contact details, evaluation matrix, tools used.

Deliverables	Payment %
Upon approval of the Inception report	20%
Upon approval of draft report	40%
Upon Approval of final report final presentation	40%
TOTAL	100%

9. Eligibility Criteria (Skills and qualifications required)

If the Tenderer is a single person, he/she must fulfill the following minimum criteria, which will be verified from the CV and three recommendation letters and ToRs from previous contract providers.

- Master’s degree in a field relevant to the assignment such as development studies, public policy or social development. *(Please provide the CV)*
- At least 12 years of professional experience in the field of development cooperation or humanitarian work of which at least 5 years of demonstrable experience in designing and conducting project and/or programme evaluations as a sole evaluator or team leader (minimum five (5) years) with references of at least two (2) relevant evaluations as sole evaluator or Team Leader *(Please provide copies of two references (2). Experience will be verified against the CV)*
- Demonstrated analytical skills and capability to summarize and synthesize *(To be verified based on previous experience in the CV)*
- Proven data analysis skills (minimum eight (4) years). *(To be verified based on previous experience on CV)*
- Ability to formulate clear findings, conclusions, and recommendations that serve organizational learning and planning. *(Please provide copies of at least (2) relevant evaluations)*
- Excellent capacity in spoken and written English. *(To be verified based on previous experience on CV)*

If the Tenderer is composed of a team of multiple persons, the criteria above must be fulfilled by the named Team Leader (Please provide the name of the team leader in the technical proposal): These criteria will also be used as comparison criteria concerning the skills and expertise.

10. Contract Award Criteria

The bids will be assessed according to the following criteria.

Qualitative award criteria & percentages	Means of verification & scoring	Weight
Skills/ expertise of the evaluation team	<p>CV and references from previous work</p> <p><i>Criteria 1: Level of studies</i> Master’s degree in a field relevant to the assignment such as development studies, public policy or social development 8 points. 2 extra points for a PhD. Up to 10 points total.</p> <p><i>Criteria 2: Work experience and evaluation experience</i> 12 years of professional experience in the field of development cooperation or humanitarian work. 6 points for 5 years of minimum experience, 1 point for each additional year. Up to 10 points total.</p> <p>References required of two (2) relevant evaluations.</p> <p><i>Criteria 3: Data analysis skills</i> 6 points for 4 years of minimum experience, 1 point for each additional year. Up to 10 points total.</p>	<p>30%</p> <p>(30 points)</p>
Approach and Methodology	<p>Technical proposal</p> <p><i>Criteria 4: Rational</i> 5 points for a demonstrated understanding of the FCA Global Programme framework, 5 points for the demonstrated understanding of the objectives of the evaluation (total 10 points)</p> <p><i>Criteria 5: Evaluation questions</i></p>	<p>40%</p> <p>(40 points)</p>

	<p>6 points for a demonstrated understanding of the questions, 6 points for their further specification (total 12 points)</p> <p><i>Criteria 6: Proposed methodology</i> 6 points for a clear and feasible methodological approach in line with the evaluation objectives and questions, 6 points for a specific data collection and analysis methods, including a list of relevant activities (total 12 points)</p> <p><i>Criteria 7: Themes, Cross-cutting issues, working modalities</i> 2 points for a clear approach with assessing the relevance of themes; 2 points for integration of cross-cutting issues, 2 points for implementation modalities (total 6 points)</p>	
Organization of tasks and work plan	<p><i>Criteria 8: Timetable (work plan) in the technical proposal</i></p> <p>10 points for a timetable matching with the presented methodology.</p> <p>Scores of other offers will be calculated proportionally.</p>	<p>10%</p> <p>(10 points)</p>
Financial Score: Submit your Financial Proposal	<p><i>Criteria 9: Financial proposal</i></p> <p>Lowest price receives highest score. Scores of other offers are calculated proportionally.</p>	<p>20%</p> <p>(20 points)</p>

To assess and compare the skills/expertise, the CV(s) and the recommendation letters will be used. The team leader's role in the previous work illustrated by the ToRs must be relevant to this ToR.

To assess and compare the methodology, the technical proposal (without the work plan) incl. realism of budget will be used.

To assess and compare the organization of tasks and timetable, the timetable (work plan) will be used.

To assess the financial score, the financial proposal will be used.

11. Budget

The maximum budget for proposals considered in this tender is **30,000 euros, including VAT**. Bids exceeding this amount will not be eligible for evaluation. The proposed budget and its detailed breakdown with VAT 0 is to be presented in euros on the budget format included in the Technical Proposal Template.

The budget is to be based on the all-inclusive fee of the consultant that covers insurance, incidentals, accommodation, communication, materials etc. FCA will not make reimbursements and expects the consultant to factor in all costs required for this proposal. The consultant is also responsible for paying the VAT.

FCA shall not assume any liability for taxes and/or other contributions payable by the Consultant on income earned and/or work performed under this Contract. The Consultant is responsible for any VAT payments in his/her country of residence. When the Consultant is resident in another country than Finland and the service is delivered to Finland, FCA will pay 24 % reversed VAT as buyer to the Finnish Tax Authorities, unless these are services that are exempt of VAT by law. If the Consultant is resident in Finland, the reversed VAT does not apply.

12. Validity

Tenders/Offers shall remain valid and open for acceptance for a period of **<60 days>** after the closing date for the submission.

Prior to the expiry of the original tender/offer validity period, the Contracting Authority may ask tenderers/candidates in writing to extend this period. Tenderers/candidates that agree to do so will not be permitted to modify their tenders/offers. If they refuse, their participation in the tender procedure will be terminated.

13. Application procedure

Candidates must send their bids through the electronic supplier portal using the link in the ad, no later than the deadline. Tenderer's must first register to submit a tender.

If you have technical difficulties, please contact procurement@kua.fi

Please note that bid submission via email is **not accepted**.

Any tenders received after the deadline will not be considered.

No tender may be changed or withdrawn after the deadline has passed.

The candidate shall bear all costs associated with the preparation and submission of the offer and the Contracting Authority will in no case be responsible or liable for these costs, regardless of the conduct or outcome of the procurement process.

Questions:

Candidates are not allowed to approach the Contracting Authority for verbal clarification.

Any prospective candidate seeking to arrange individual meetings with either the Contracting Authority and/or any other organisation with which the Contracting Authority is associated or linked may be excluded from the tender procedure.

Candidates may submit questions in writing via electronic supplier portal.

14. Terms of contract

- The consultant will keep confidential all commercial and/or technical and/or other information in whatever form relating inter alia to business, facilities, products, techniques and processes received from FCA or its partners or learned in connection with and/or as a result of performing the services and after the service has been delivered.
- The Consultant is responsible for payment of all social costs, other employment related costs and insurance contributions and for all other liabilities of a statutory nature.
- The selected consultant will sign FCA's Code of Conduct for Service Providers and Child Safeguarding policy to confirm his/her accordance.
- Copyright for the report will remain with FCA.
- Download the complete tender dossier from the link in the ad.

15. Submission requirements

- CV – including a short summary of relevant competences and previous evaluation work conducted
- Technical Proposal (using FCA's technical proposal template)
- Financial proposal (Budget) excluding VAT
- 2 examples of reports from previous similar consultancies (from recent evaluation work)
- 2 recommendations from previous contract providers
- Please download the complete tender dossier and annexes from the electronic supplier portal using the link in the ad. The submission of the offer will be made to the same location. Candidates must register themselves to obtain the tender documents and eventually submit their proposals.

If you have technical difficulties using the link above, please contact procurement@kua.fi for support.