Developmental Evaluation of Business with Impact (BEAM) Programme

2017/4

DEVELOPMENTAL EVALUATION OF BUSINESS WITH IMPACT (BEAM) PROGRAMME

Mid-term Evaluation

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ACRONYMS AND ABBREVIATIONS

AEA	American Economic Association
ALICT	African Leadership Institute for Community Transformation
BEAM	Business with Impact Programme
BioFISA	Finnish-Southern Africa Partnership Programme to Strenghten NEPAD/SANBio network
CSBKE	Creating Sustainable Businesses in the Knowledge Economy
DAC	Development Assistance Committee of OECD
DE	Developmental evaluation
EEP	Energy and Environment Partnership Programme
ESG	Evaluation Steering Group
EVA-11	Evaluation unit of the Ministry for Foreign Affairs of Finland
IPP	Innovation Partnership Programme (Vietnam)
MFA	Ministry for Foreign Affairs of Finland
MFS	Sustainable Forest Management Programme
MTE	Mid-term evaluation
NGO	Non-governmental organisation
ODA	Official Development Assistance, a definition by OECD Development Assistance Committee (DAC)
OECD	Organisation for Economic Cooperation and Development
RBM	Result-based management
SAFIPA	South African Finland Partnership Programme
SAIS	Southern Africa Innovation Support Programme
STIFIMO	Programme of Cooperation in Science, Technology and Innovation between Finland and Mozambique
TANZICT	Information Society and ICT Sector Development Project in Tanzania
Tekes	Finnish Funding Agency for Innovation
TF	Team Finland
ToR	Terms of Reference
UN	United Nations
USAID	United States Agency for International Development
WEF	World Economic Forum
WP	Work Package

SUMMARY

Developmental evaluation of BEAM

BEAM Programme utilises a developmental evaluation (DE) approach. Although this evaluation largely uses typical research and analytical methods, the developmental evaluation approach differs significantly from traditional (summative, ex-post) evaluations usually applied in Tekes and MFA programmes. In contrast to the traditional approaches, developmental evaluation emphasises innovation and strategic learning rather than standard outcomes and logic model -based approaches. To best respond to the changing conditions of the programme, developmental evaluation aims to continuously develop both the approaches and the methods of evaluation.

The developmental evaluation of Business with Impact – BEAM Programme begun in September 2015 and is planned to continue through the duration of the programme. An important objective of the developmental evaluation is to document the progress and the choices made during the course of the programme, and to provide the programme management team with informative means to learn from experiences in order to improve the service delivery. At the same time the objective of the evaluation is to provide the means to verify achievements against intended results as well as unintended consequences – both positive and negative.

This Mid-term evaluation of BEAM is both a synthesis document of the different evaluation tasks which have been conducted this far, and it also provides an overall assessment of the programmes progress against set goals and objectives. The evaluation brought about the following conclusions.

Reach and relevance of BEAM Programme

- There appears to be a good rationale and increasing interest for BEAM type of activities. It is possible to combine the objectives of development and innovation policies, although in the beginning of BEAM this was rather arbitrary.

- The low number of suitable applications, particularly in the beginning of the programme, was somewhat alarming. The situation has improved since then.

- Improved communication may further enhance awareness and interest in BEAM amongst target groups and stakeholders.

- Role of NGOs should be clarified and enhanced in BEAM. This is an opportunity for engaging with locals. The role of local partners should also be strengthened.

- Transparency of selection criteria and further guidance should be provided to project applicants.

- The anticipated low developmental impact of company projects, as found in the Portfolio Analysis, should be followed carefully. Further elaboration is still needed to assess and hence to maximise this impact.

Programme setup

- The overall setup of BEAM is in many ways unique and innovative. The programme is piloting in new domains, approaches and instruments, which inherently includes some risk and learning components. Due to its novelty and uniqueness, BEAM must be considered very much as a learning process.

- Documenting, assessing and transferring the lessons learned throughout the BEAM programme will be valuable particularly for the programme funders (MFA and Tekes).

- BEAM has a developmental evaluation setup, which is new and innovative. Although there has been improvement, the communication and working practices between BEAM management and evaluation team need further development. An active, systematic and open dialogue between DE and BEAM is essential.

- Lessons and practices related to setting up and utilising DE are important, as both funding organisations are currently considering enhancing developmental evaluation in their programmes. The DE approach has already proved useful for early identification of issues, which if left unaddressed, would hinder a good implementation of the programme. Addressing these issues early on should allow the programmes to be developed and adjusted more quickly.

Programme implementation

- The programme has had a slow start, but has since picked up speed and appears now to be in line to reach its targets.

- Based on the feedback from the Field Mission, BEAM projects are showing good promise both in terms of their relevance and progress.

- There have been administrative difficulties in combining MFA and Tekes funding, but this does not explain all the tardiness. It is important to sort out administrative difficulties and to pave way for closer collaboration between MFA and Tekes. This may well serve as a pilot case for other cross-ministerial programmes under Team Finland.

- Programme planning and monitoring – both at the strategic and operational levels – has been stepped up, and also the collaboration between the programme management and the developmental evaluation is starting to find its modus operandi. This is, however, one of the areas where further elaboration still needs to be done on the both sides. In particular, there is a need to further step up and systematise the programme monitoring routines, in the framework of the new Impact Model. For example, it has been recommended that selected parts of Portfolio Analysis are conducted periodically by the BEAM management to stay informed and be able to direct the support correctly to different applicant groups.

Anticipated impact and sustainability

- Broad geographical and substance coverage (i.e. lack of focus) is likely to hinder the overall effectiveness of BEAM, even if individual projects would succeed.

- The ecosystem approach adopted in BEAM is likely to increase the impact and sustainability of the programme. This may however need a more versatile set of instruments than currently available for BEAM (e.g. competence building, institutional partnerships, policy collaboration).

- The ecosystem impacts (both at home and in partner countries) are likely to develop over a longer period. To this end, the programme should already now anticipate how the ecosystem development is continued after the programme period of BEAM.

- Closer engagement with partners having a first-hand knowledge of needs and requirements at the local level where projects are being implemented (centrally including local partners e.g. NGOs, hubs, intermediaries and agencies) is likely to enable positive impacts and sustainability of project outcomes at the local level.

Recommendations for BEAM

1. **Increasing the strategic focus of BEAM** by selecting clear geographical and sector focus areas and collaboration priorities based on the experience gained so far. This would also clarify the message of BEAM towards its potential partners and applicants.

2. **More ambitious and systematic monitoring** of BEAM activities particularly at the programme / theme level including a regular **exchange of information** between BEAM and DE. This would allow to steer and develop the programme more effectively as it progresses.

3. **Engaging a larger set of TF actors and instruments behind the BEAM mission.** This would allow to build broader and more sustainable collaborations with partner countries, regions and organisations.

4. **Better analysis and anticipation of the systemic and societal effects of BEAM.** There is not yet sufficient understanding how the systemic and societal impacts are likely to build and how to enhance those.

5. In light of the above, **closer engagement of local partners in target regions** (e.g. NGOs, hubs, intermediaries and agencies) in activation, call designs and eventually in projects. This would be of benefit for enhancing the need-orientation, local ecosystem development and eventually sustainability of the BEAM impact.

6. **More innovative project designs** in building consortia between firms, research institutes and NGOs. It is important that these projects are close to markets and based on sufficient evidence on market development and demand. Market studies, match-making activities and business-model designs should be financed by other (pre-programme) funding instruments such as Finnpartnership support.

7. Taking better stock of **the leverage effects** which can be generated by thematic partnering, by collaborating with other donor programmes or funding agencies, finding already actively operating ecosystems, as well as by topping up funding. BEAM collaboration with GITA is a good example of utilising such opportunities.

1 INTRODUCTION

1.1 Developmental Evaluation of BEAM

The developmental evaluation of Business with Impact – BEAM Programme begun in September 2015 and is planned to continue through the duration of the programme. An important objective of the developmental evaluation is to document the progress and the choices made during the course of the programme, and to provide the programme management team with informative means to learn from experiences in order to improve the service delivery. At the same time the objective of the evaluation is to provide the means to verify achievements against intended results as well as unintended consequences – both positive and negative. The structure and tasks of the first two work packages of the evaluation are listed below and their key findings explained in the following chapters.

The evaluation team has been led by Kimmo Halme, with experts Kristiina Lähde, Petri Uusikylä, Juho Uusihakala (until 8/2016) and Steve Giddings. Helka Lamminkoski has been assisting the evaluation team.

The developmental evaluation reports to the **Evaluation Steering Group** (ESG), in which also the evaluation approach and tasks are actively discussed and planned. The ESG is formally composed of two members; Riitta Oksanen from MFA and Pekka Pesonen from Tekes, but also other MFA and Tekes experts have been invited to meetings and workshops.

1.2 Mid-term evaluation

The Mid-term evaluation of BEAM is both a synthesis document of the different evaluation tasks which have been conducted this far, and it also provides an overall assessment of the programmes progress against set goals and objectives. Chapter two of the report explains the key findings from each evaluation task, followed with overall conclusions and recommendations for the BEAM programme. Links to the individual evaluation reports are at the end of the document.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Developmental evaluation as an approach

The evaluation of BEAM Programme utilises a developmental evaluation (DE) approach. Although the evaluation largely uses typical research and analytical methods, the developmental evaluation approach differs significantly from traditional evaluations usually applied in Tekes and MFA programmes. In contrast to the traditional approaches, developmental evaluation emphasises innovation and strategic learning rather than standard outcomes and logic model -based approaches. To best respond to the changing conditions of the programme, developmental evaluation aims to continuously develop both the both the approaches and the methods of evaluation.

Such an approach is usually applied to programmes, with complex and dynamic conditions, to programmes which aim for a systemic change, such as those of social innovations. This is very much the case in BEAM programme, too.

Figure 1. Illustration of differences between traditional evaluation and developmental evaluation approach. (Adapted from Gamble 2008)
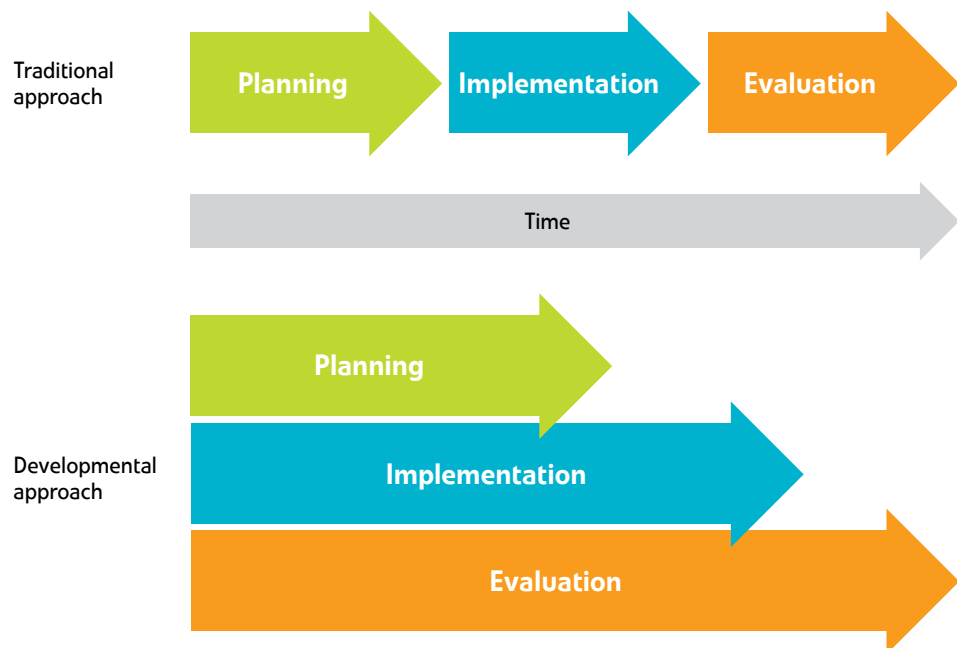
Due the to the ongoing/forward-looking nature of developmental evaluation, it should be noted that the produced evaluation reports working documents and always **linked to their specific timing**. It is then for the BEAM programme management to reflect to these reports and findings as considered necessary. The role of the evaluation is also to pose questions and propose suggestions for the consideration of the programme management.

Furthermore, an important objective of the developmental evaluation is **to document the progress and the choices made** during the course of the programme. In this light, the interim deliverables (i.e. reports, analyses, presentations) can eventually form parts of the overall assessment of the BEAM programme, describing the situation and choices, as they were perceived at each current moment. Links to these documents can be found at the end of this report.

2.2   Evaluation methodology

The tasks of the Developmental Evaluation in BEAM had been largely predefined in the **Terms of Reference** to the evaluation call. These specific tasks of the evaluation were:

1.1   State-of-the-art analysis

1.2   Analysis of the Ramp-up phase

1.3   Evaluability analysis

2.1   Meta-evaluation and analysis

2.2   Biannual review (Field Mission) -> replaced by Portfolio Analysis and Participant Survey

2.3   Biannual review (Field Mission)

2.4   Validation workshop

2.5   Mid-term evaluation

However, the planned first field mission was replaced by BEAM Portfolio Analysis and Participant Survey, in order to gather sufficient background information on BEAM projects before assessing programme implementation in situ. A short description of each tasks and their key findings are presented in Chapter 4. The table below presents the key data sources and analysis methods for each of these tasks.

Table 1. Summary of applied evaluation methods

Evaluation Task	Data sources and collection	Analysis focus / methodology
1.1 State-of-the-art analysis	International and domestic evaluation literature.	Literature review and international benchmarking.
1.2 Analysis of the Ramp-up phase	BEAM programme documents. Interviews of programme management.	Operational / feasibility analysis of the programme plans.
1.3 Evaluability analysis	BEAM programme documents. Interviews of programme management. Stakeholder workshop.	Analysis of the (feasibility of) monitoring and evaluation framework and practices of BEAM.
2.1 Meta-evaluation and analysis	Evaluation reports of 12 MFA innovation programmes.	Assessment of the methods applied in evaluating innovation programmes. Summary of results of MFA supported innovation programmes to understand reasons for successes and failures.
2.2A Portfolio Analysis	All Tekes information on 111 BEAM applications and projects (Aug 2016). 60 MFA statements on BEAM applications. Interviews of Tekes and MFA staff.	Cross-analysis of applications, their assessments and statements, as well as the selected projects.
2.2B Participant Survey	Electronic survey to 566 participants of BEAM activation events in 2015-2016 (Response rate 17%).	Feedback collection and analysis of BEAM target groups, reasons for applying or not, as well as on the application process.
2.3 Field Mission	35 interviews of 9 BEAM projects in Finland, South Africa and Namibia + representatives of Embassies and other stakeholders. Related project reports, applications and assessment forms.	Analysis of a) BEAM projects and their progress and b) BEAM services and processes for the projects
2.4 Validation workshop	Approximately 25 BEAM stakeholders (MFA, MEE, Tekes, NGOs, etc).	Expert dialogue on the draft findings and conclusions of MTE.
2.5 Mid-term evaluation	All above + analysis of BEAM Annual Report 2015-2016, Steering Group and Management Team memos.	Summative evaluation.

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2.3   Limitations

A developmental evaluation approach is particularly suited to strategic, complex programmes like BEAM. When properly functioning, a developmental evaluation approach should allow the programme to become more explorative, a more agile in its decisions and to take better calculated risks in otherwise uncertain conditions. In BEAM, both funding organisations (Tekes and MFA) have a strong culture of innovation and a readiness to pilot advanced evaluation approaches.

There are, however, number of limitations for the developmental evaluation to work properly.

- The quality of DE is strongly liable on the **quality and availability of** (planning, baseline and monitoring) **data and information** at each current state. In most cases, there is significantly less data and information available compared to traditional (ex-post) evaluations, as decisions and actions have not yet been made.

- Opposite to traditional evaluations, DE is a **time-critical and front-loaded process**, meaning that much of the evaluation work is done on a short notice and concentrates at the beginning of the programme cycle, when most strategic decisions are made. This also means applying anticipatory analysis methods (e.g. anticipating the impact of different management decisions).

- DE is a **collaborative process** between the evaluation team and the programme management. It needs to set up working practices and roles which are beneficial for both parties.

3 BEAM PROGRAMME

The BEAM Programme is set to assist Finnish enterprises in addressing global development challenges by converting such challenges into successful and sustainable business. It is a five-year innovation programme (2015–2019) managed by Tekes, with a total budget of EUR 50 million, half of which is jointly co-financed by Tekes and the Ministry for Foreign Affairs. It is the first Team Finland programme of Tekes and MFA.

3.1 Rationale and objectives

BEAM Programme is based on the vision that Finnish companies and other actors are part of the global ecosystems that create economic, environment and societal impacts both in Finland and developing countries. Programme's mission is to help Finnish companies build successful and sustainable businesses in Finland and developing countries through inclusive innovations for societal challenges.

The immediate objective of BEAM, as stated in the programme proposal[1] is that participating private sector partners, education and research organisations and civil society organisations in developing countries and in Finland **create new innovations and new knowledge and knowhow**.

The anticipated short to medium-term impacts of the programme are

1. Participatory product, service and business innovations for developing countries' people, new delivery channels, technology and solutions.

2. Creation of new employment and entrepreneurship opportunities. Increased economic resources in both developing countries and in Finland.

…while the anticipated long-term impacts in Finland and in developing countries are

1. Renewed industry and commerce, economic growth improves

2. New and innovative solutions to environmental challenges are found

3. Wellbeing and social equality increase

BEAM Programme is not restricted to particular sectors or sub-sectors. However, formally MFA-funding must be targeted to operations meeting the criterion for official development assistance (ODA). Tekes-funding and companies' own funding aren't bound to this criterion.

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1 Hanke-esitys, 3 December 2014; UH2014-015356

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The target countries can be any of the developing countries listed as eligible for official development assistance by OECD/DAC, except China, which is listed out due Team Finland's already strong orientation to Chinese markets. However, the aim is to establish innovation and business process tripartite partnerships with China and target countries in Africa and Asia.

3.2   Programme implementation

BEAM Programme was launched already in November 2014 at the SLUSH event (formally accepted by Tekes board in December 2014). As a result of activation work, altogether 29 project applications were received to BEAM, of which nearly half were finally selected to the programme.

A separate, broad call for projects was opened in Spring 2015, with the result of 22 applications (consortia), of which 5 were approved. These included universities, research organisations and nearly 40 company partners.

During the fall 2015 was the first international call together with Indian agency GITA, focusing on Cleantech. Only three projects were funded (10 Finnish companies). Two additional focused calls (internationalisation & ecosystems) were organised in fall 2015. Only a few applications were received for the internationalisation theme and 12 ecosystem applications were finally approved for preparing a BEAM project.

According to the Annual Report of BEAM[2], in 2015 the programme made funding decisions for 23 projects, of which 13 were co-funded by MFA. The total project volume of those 23 projects was €4,0 million, of which €2,7 million was from BEAM. A high (68%) funding share reflects the relatively large share of research projects (only 6 company projects).

Introduction of the Developmental Evaluation

BEAM Programme plan did not initially include an element of Developmental Evaluation specifically. The DE as an approach was introduced later to the programme. Hence BEAM had been running nearly a year (11/2014–10/2015) before the developmental evaluation started. By the start of the evaluation, three BEAM calls had already been organised.

The figure on next page (Fig. 2) illustrates the timeline of main BEAM activities (launch/calls) since its start and how the Developmental Evaluation task position to that. A more detailed description of the timing of different developmental evaluation task, its findings and suggestions to the BEAM, as well as BEAM management reflections is presented in Annex 2.

2 Annual report of BEAM Programme for 2015-2016, Tekes, 15 May 2017

Figure 2. The progress path of BEAM and its evaluation (yellow line)
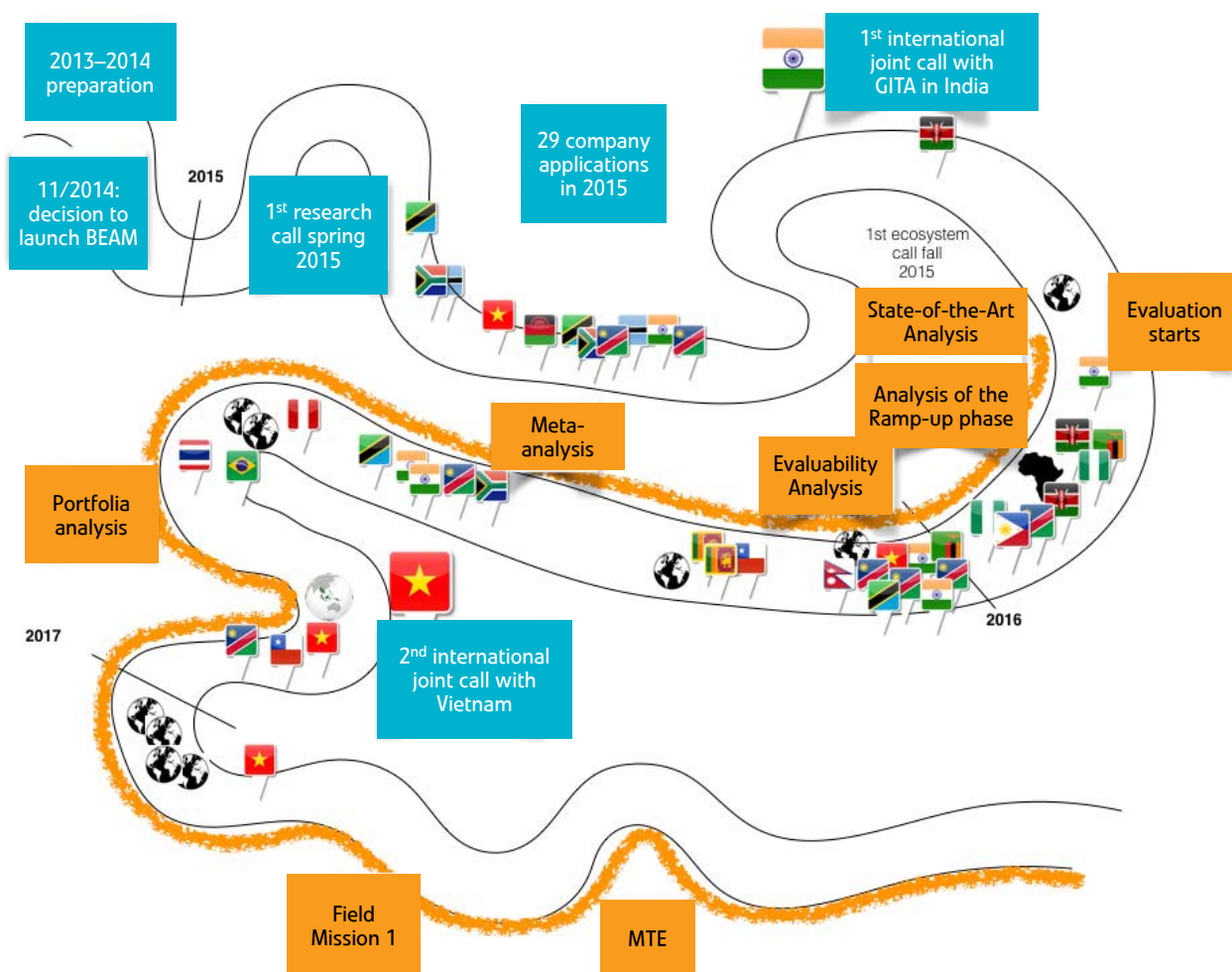
During 2016, BEAM made 46 funding decisions for projects with a total volume of €10,6 million, of which BEAM funding covered €5,7 million (avg. 54,7%). Company projects represented 24 of all 46 projects (52%). MFA funding of €0,7 million was allocated to 17 projects.

In 2016, the total volume of Tekes' payments was €0,9 million (€0,37 loans + €0,53 grants) and MFA payments €0,7 million (grants).

At the end of year 2016, the cumulative volume of BEAM projects was €14,5 million, with €8,5 million BEAM funding (58%). According to the project portfolio data, international BEAM partners come mostly from India (14), Tanzania (8), Namibia (7) and South Africa (6). The portfolio includes data on partners' location, but not where the projects are implemented or what their target countries are.

4   EVALUATION FINDINGS

The following sections present the key findings according to individual evaluation tasks, and in chronological order as they came out during the programme implementation and its evaluation. The findings have been presented at each time to the programme management for its consideration.

4.1   Findings of the state-of-the-art analysis

As stated earlier, the developmental evaluation of BEAM programme begun 25.9.2015 and the State-of-the-art Analysis was the first task of the evaluation team and it largely laid the ground for a more detailed design of the evaluation work. The primary objective the analysis was to present the latest approaches and experiences in the design and utilisation of developmental evaluation in Finland and abroad, and to draw lessons and guidelines for the planning of BEAM evaluation. The report reflects these lessons to the conceptual framework of BEAM evaluation, and in line with these, proposed a slightly elaborated version of the evaluation approach and design for ESG consideration.

One outcome of the state-of-the-art analysis was **an elaborated work plan for the evaluation tasks**.

Figure 3. An illustration on how the tasks of Developmental Evaluation concentrate at the beginning part of the programme, opposite to those of a typical summative evaluation.
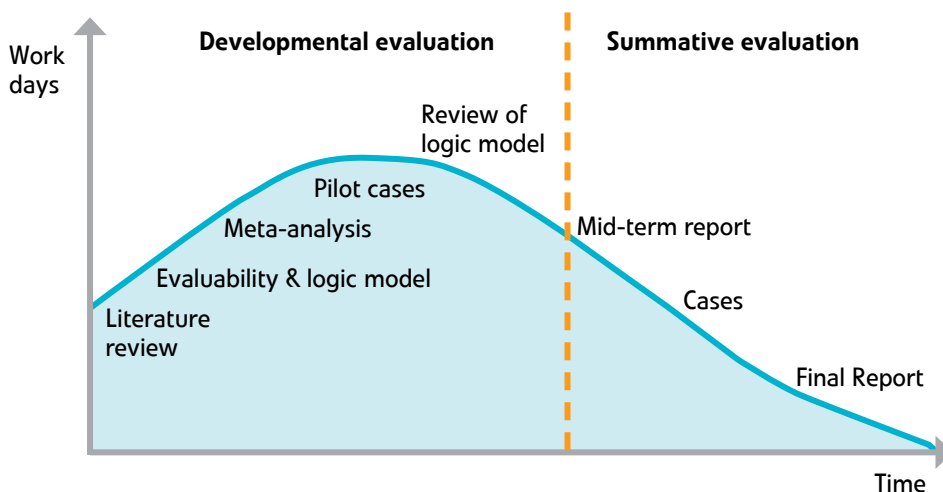
Although much of the state-of-the-art analysis focused on the development and elaboration of the evaluation plan itself, perhaps more importantly regarding the BEAM Programme, the analysis also provided a programme **risk assessment and mitigation table for BEAM**, as well as a specific risk assessment table related to the Developmental Evaluation of BEAM. These were based on the literature of earlier similar exercises. The report highlighted the following issues:

A)   Understanding the role and nature of DE in an experimenting programme like BEAM

B)   Effective utilisation of DE for the purpose of BEAM

C)   Issues that need to be well addressed and further defined for DE (listed)

D)   Collection of data and evidence

E)   Issues that are important for learning and future use of DE (listed)

The state-of-the-art analysis also presented a schematic plan how the developmental evaluation could be continuously interlinked with the BEAM programme management decisions. This intervention logic is described below.

Figure 4. Schematic intervention logic of developmental evaluation with respect the BEAM programme and its projects.
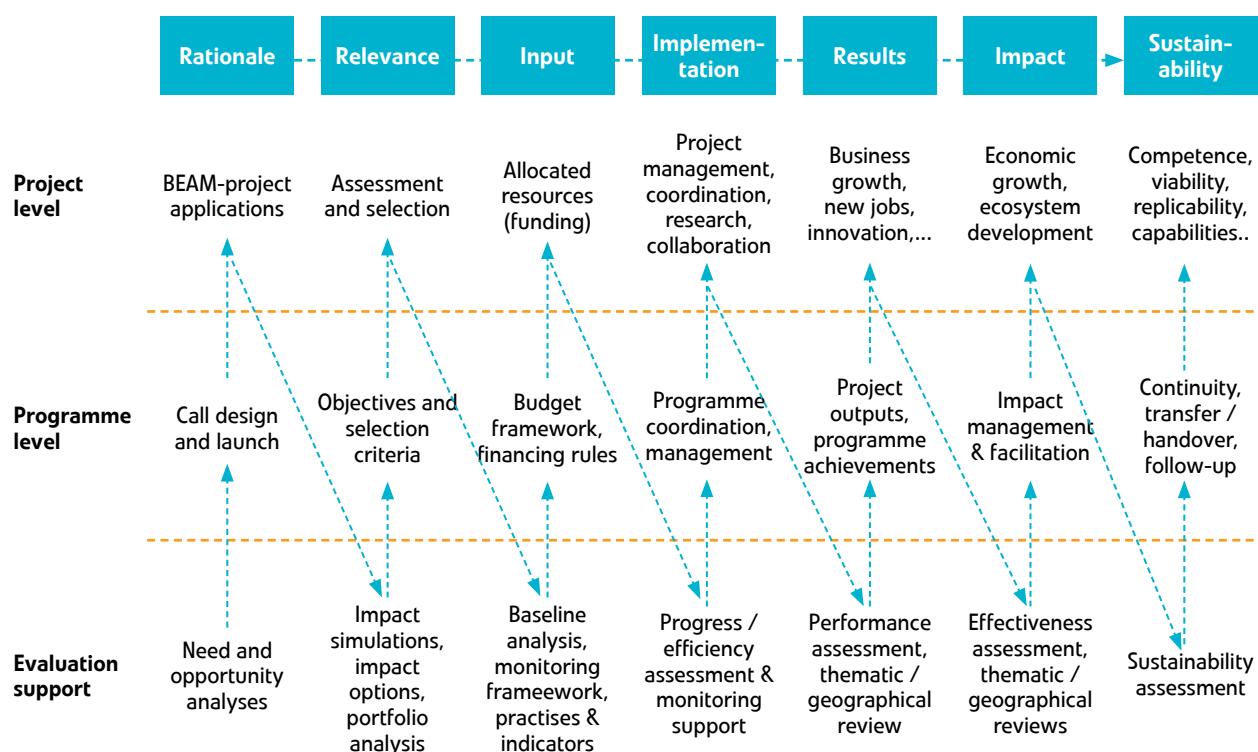
4.2   Findings of the ramp-up phase analysis

The purpose of this task was to assess in detail the BEAM programme planning documents, and to draw attention on issues which would benefit from further elaboration, proper addressing or could otherwise pose a risk for a proper programme implementation. The work resulted in number of specific observations regarding each part of the programme planning documents, as well as some cross-cutting observations. These observations were conveyed to the BEAM management for their consideration.

According to the Ramp-up phase analysis, the BEAM programme document had several unclear or unaddressed questions, which were raised by the evaluation. These included, among others, the following:

- The plan refers to a *Global Innovation Fund* as a good example. Specific plans and implementation experiences from other countries were missing

- Clarification was needed on programme *assumptions*

- The programme has *no sector focus nor a geographical strategy*, which was considered loose planning

- Compliance of the *Corporate Social Responsibility* + related education was mentioned in the plan, but not elaborated how these are addressed in practice

- It was not clearly defined *how ODA criteria of MFA funding was to be ensured* and monitored

- It was not clear how the new *Team Finland -network* was to be engaged with BEAM

- There were *important limitations to the BEAM logic model*; not detailed enough, not indicating impact mechanisms, does not mention DE, etc

- Plan mentions systematic monitoring of programme, but there is no elaboration on *how the programme monitoring was to be done in practice*

- Reverse innovation mentioned in the plan, but how was this to be addressed in practice

- It was unclear how the *local knowledge/competence/ etc. are addressed* in different markets

4.3   Findings of the evaluability analysis

The purpose of the Evaluability Analysis was to ensure that the BEAM has put in place sufficient and well-functioning monitoring and evaluation framework and related practices, which allow the programme management to direct the programme towards its intended objectives. In this sense, the Evaluability Analysis did not assess the relevance, objectives or strategy of the programme, but whether the programme design and implementation has all the necessary elements and processes in place to ensure, monitor and evaluate its progress towards these goals and anticipated impact. Perhaps due to the experimental nature of BEAM, there were plenty of issues to be further clarified regarding programme monitoring. As already raised in the Ramp-up Phase analysis, the impact model and related monitoring indicators of BEAM needed further clarification and elaboration.

On the request of the BEAM management, attention was also drawn on some issues regarding the programme administration. More precisely, there had been **difficulties in synchronising the funding processes of Tekes and MFA**, with a consequence of late or less funding decisions for projects. The extended project funding setup of BEAM has been illustrated below.

Figure 5. Illustration of the funding processes of BEAM
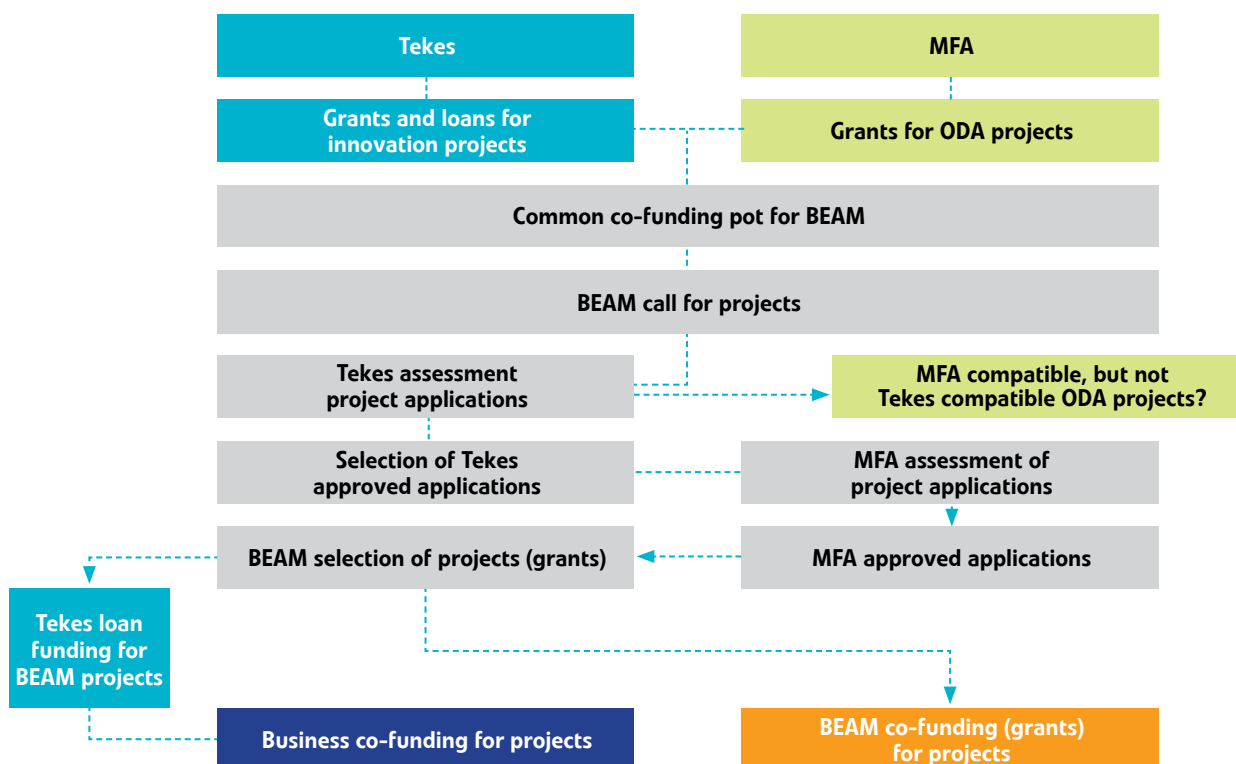
BEAM **Evaluability Conclusions** was a separate and concise summary document of the Evaluability Analyses for the purpose of BEAM Steering Group. It drew attention on number of important issues regarding programme design and implementation plans. Most importantly, it proposed – as a result of joint elaboration with BEAM management – **an updated impact model for BEAM** (see figure below).

Figure 6. Proposed updated impact model

INPUT ➡	ACTIVITIES ➡	RESULTS ➡	IMPACT
Resources available for BEAM **Other mobilised resources which support BEAM objectives (e.g. Finnpartnership, WB)**	Activation, initiation and definition ⬇	Engagement of partners and stakeholders New concepts for products, solutions and working models	Wider community of engaged partners New knowledge, intangible assets and networks
	Joint projects, piloting and demonstration ⬇	Proof of concepts that have been validated by users and key stakeholders	Proven concepts, tools and processes Experience on the applicability of these concepts
	Project results and their utilisation ⬇	Utilisation of new concepts Investments into solutions First product of service deliveries	Impact on partners and stakeholders; on the quality, availability or impact on products, services
	Dissemination and expansion	Broader utilisation amongst other stakeholders	Impact on wider communities, environment, business ecosystems, etc Sustainability

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The proposed impact model was later adopted by the programme. To be sufficiently concrete and constructive, the Evaluability Analysis also proposed a structure to be adopted for **BEAM performance indicators**, targets, their sources of verification, as well as ways to define measurement baselines. These were elaborated on the basis of the impact model, and proposed as examples of how performance indicators could be set.

Moreover, for clarity purposes, the document also **suggested how the roles of different BEAM partners** (Tekes, MFA, Steering Group, Management team, Coordination team, ESG, etc) could be defined and allocated. Clarification to that end was deemed necessary.

The document also explained how different tasks of the developmental evaluation were planned to support the work of BEAM management. The key findings and recommendations were finally synthesised in an **Evaluability Summary Table**, for which BEAM Management Response was inquired (Annex 2), together with a **Table of Further elaboration needs**, and a Risk Assessment Table.

4.4   Findings of the meta-evaluation and meta-analysis

The first task of the second evaluation work package focused on the meta-analysis of 12 MFA innovation programmes. The objective of this exercise was to a) learn lessons of methodologies applied in evaluating innovation projects (Meta-evaluation) and b) summarise the results of MFA supported innovation projects and understand reasons for successes and failures based on information included in the selected evaluation reports (Meta-analysis). The list of programmes covered in the meta-evaluation and analysis are shown in table below.

Figure 7. List of MFA innovation programmes covered by the analyses

Programme	MFA meta-evaluation	Meta-evaluated	Meta-analysed
1. The Energy and Environment Partnership Programme (AEA) and the Sustainable Forest Management Programme (MFS)			✔
2. The African Leadership Institute for Community Transformation (ALICT)		✔	
3. Finnish – Southern Africa Partnership Programme to strengthen NEPAD/SANBio (BioFISA)	✔	✔	✔
4. Creating Sustainable Businesses in the Knowledge Economy (CSBKE)		✔	✔
5. Energy and Environment Partnership with Central America (EEP)			✔
6.–7. Energy and Environment Partnership Programme with Southern and East Africa (EEP-S&EA) and Mekong (EEP Mekong)	✔	✔	✔
8. Vietnam – FInland Innovation Partnership Programme (IIP)		✔	✔
9. The South Africa – Finland ICT Knowledge Partnership Programme (SAFIPA)		✔	✔
10. Southern African Innovation Support Programme (SAIS)	✔	✔	✔
11. Programme of Cooperation in Sience, Technology and Innovation between Finland and Mozambique (STIFIMO)	✔	✔	✔
12. The Information Society and ICT Sector Development Project in Tanzania (TANZICT)	✔	✔	✔

MFA commissions meta-evaluations of their programmes approximately every two years. Previous meta-evaluations had been conducted in 1996, 2007, 2009, 2012 and 2015. This however, was the first MFA commissioned meta-evaluation focusing on one single "sector": in this case innovation.

The meta-evaluation raised following issues of innovation programmes:

1. The **evaluation quality** of MFA innovation projects, according to OECD / DAC standards, **varies**.

2. Innovation programmes are broad, systemic, **experimental** and anticipate impact over a long term. They are often unique in their design and context as well. Straight-forward evaluation approaches may have limited capability to address the full nature of such programmes.

3. Regardless of the above, there are (too) **many technical shortcomings** in the programme evaluations. Many of these shortcomings were of similar types (e.g. too short/ generic context descriptions, unclear intervention logic, lack of justification for the choice of analysis methods, poorly documented qualitative data).

With respect to the outcomes of these innovation programmes, the meta-analysis drew attention on:

1. Relevance: all programmes seemed to be in line with partner country policies, but in practice there were gaps. **Many evaluations do not address relevance issues properly.**

2. Impact: **Evaluation of impact is challenging** in the current format. Most cases report it is too early to assess impact. The criteria could be changed to evaluate how well the programme has been planning for impact. Need for clear results chains to demonstrate the intended impact path.

3. Effectiveness: There are often **difficulties in evaluating effectiveness**. Lack of baselines, clear targets, etc. Accomplishments difficult to attribute to programmes.

4. Efficiency: Many programmes had slow start. **Inefficiencies often beyond the control of the programme.** Lack of sufficient monitoring data causes difficulties in evaluating efficiency.

5. Sustainability: As with impact, generally too early. Short-term indicators and long-term sustainability do not always correlate.

6. Aid effectiveness: **Most evaluations do not report directly on aid effectiveness.**

7. Coherence: High in programme documents, not always visible in practical activities.

These findings were presented in a workshop held in 10 May, 2016 at the MFA.

4.5 Findings of the BEAM portfolio analysis

On a decision by the Evaluation Steering Group (ESG), **the planned first Biannual Review of BEAM was changed from a Field Mission to a Portfolio Analysis and a Participant Survey**. This change was necessary because at that time it was considered too early to assess the programme implementation in field, as there was insufficient information available on the composition of BEAM project portfolio and its participants. This information should have been collected by the Programme, and since it was not available, the ESG suggested the evaluation team to gather it. This was the first analytical look into the BEAM projects as a whole, and therefore very important.

The Portfolio analysis (based on data until August 2016) covered all 111 BEAM applications, their project reports and included interviews with BEAM management and Tekes administration. The analysis also included altogether 60 statements made by MFA staff on BEAM project applications, as well as related follow-up interviews with MFA experts.

In summary, the Portfolio Analysis drew attention on the following:

- There were relatively few BEAM applications
- Small size of projects (average 200 000 euro)
- Applicants were mainly from the capital area
- Wide geographical spread for collaboration
- India and Sub-Sahara main geographical focus areas
- Cleantech most dominant thematic sector
- Project risks were considered manageable
- There was no significant difference between selected and not-selected groups
- Company projects are larger on average (biased by a few large projects)
- There are rather few local partners
- Strong research orientation in projects
- Role of NGOs was marginal and unclear
- The anticipated development impact of the (few) company projects was relatively low
- The anticipated development impacts were higher in research and NGO –projects.

The discovered lower development impact of company projects raised some internal discussion in MFA. The impact of company projects had been analysed by the MFA experts, and there were concerns whether the analysis was sufficient. Further to this, MFA internal guidelines have been worked out to better support company project assessments.

Besides the above findings, the Portfolio Analysis also raised number of strategic and operative questions for the consideration of the programme management. These included, among others, the following:

- What is the anticipated balance between geographical coverage and impact?

- What is the anticipated balance between Finnish companies and local partners?

- What is the optimal size of a BEAM project?

- How to improve and unify the application assessment processes of Tekes and MFA?

- How to utilise portfolio analyses in the continuous monitoring of BEAM?

Full list of questions can be found at the end of Portfolio Analysis report. The list of questions was conveyed to the BEAM Steering Group and the questions have been addressed in the BEAM Annual Report.

4.6   Findings of the BEAM participant survey

The BEAM Participant Survey was conducted during fall 2016, in parallel with the Portfolio Analysis. An electronic questionnaire was sent to all BEAM applicants (both selected and rejected), and a separate shorter questionnaire to those who had participated in BEAM info sessions.

A total of 566 people were approached, of which 497 reached and finally 85 (17%) answered. Key topics addressed were a) how BEAM has succeeded in reaching the relevant actors and providing them with appropriate information, b) how the applicants see the BEAM application and selection process, and c) why have some organisations participated in the BEAM events, but not applied for funding.

The survey responses demonstrate that there is interest and potential for BEAM. The programme is considered relevant, with high input additionality. At the same time, the survey showed that better information delivery and transparency are needed. Furthermore, the project application process is somewhat unclear to potential participants and needs clarification and perhaps more guidance. More specifically, the survey raised following points, among others, for BEAM's consideration:

- **Information and communication is an area to further develop in BEAM**

- BEAM **objectives and criteria are not clear** to all applicants

- Many interested applicants have **difficulties in finding partners**

- Support, advice and assistance is needed at the application phase

- The requirement of sufficient self-financing, together with high risks, is critical for small SMEs.

The below figure presents the key reasons behind relatively few BEAM project applications, according to the Survey results.

Figure 8. Excerpt from the Participant Survey results. Appropriate timing has been a key factor in decisions on whether to apply for BEAM.

Target countries, lack of knowledge of the market areas, or lack of Finnish partners are not reasons why organisations have not applied for BEAM funding.

Target countries are not suitable for our activities (N=52)

My organisation doesn't have adequate self-financing capacity (N=54)

My organisation's knowledge on the emerging market-areas is not good enough (N=53)

My organisation is interested BEAM, but at the moment the emphasis of our activities is elsewhere (N=53)

My organisation doesn't have a partner in Finland (N=52)

There has not yet been appropriate moment for us to apply for funding (N=54)

My organisation doesn't have a partner in a target country (N=53)

Appropriate moment for BEAM not yet found.

Information on the application process has been inadequate and/or guidelines have been unclear (N=52)

No importance   Strong importance   Minor importance

Graph sows combined totals from all respondents.
In addition, "n/a" was one response option.

Altogether, the participant survey brought about much needed information on the reasons and impressions of those interested in BEAM. The results of the Portfolio analysis and Participant Survey have been presented on a workshop in November 2016 at MFA.

4.7   Findings of the first field mission

The first field mission of the Developmental Evaluation of BEAM Programme was carried out February 2017. The focus of the mission was on the 9 BEAM-funded projects with activities in South Africa or Namibia. These projects were not evaluated as such, instead the project findings have been used to review the BEAM programme. Hence, the purpose of the review mission was to assess the progress of the BEAM programme against the set objectives and suggest changes to improve programme implementation. The results framework that has been adopted by the BEAM programme was used as a basis for the review.

The assignment consisted of document analysis and project partner and stakeholder interviews both in Finland and in South Africa and Namibia. The relevant Team Finland representatives in the embassies and Finpro were also interviewed.

As part of the mission planning, an evaluation matrix was developed to go into more detail to the themes under the evaluation questions. The evaluation matrix divided the questions into four themes, namely 1) Reach and relevance, 2) Programme structure and way of organising, 3) Efficiency of implementation and 4) Potential for effectiveness, impact and sustainability. Field mission came out with the following findings.

Reach and relevance

- The projects are relevant to BEAM objectives

- There is a need for the solutions the projects are creating, but the needs could be identified even better

- Involving local partners more and earlier could improve project outcomes

- Embassies and other key connectors are in an important role in the preparation and implementation of projects

Programme structure and way of organising

- More contact between Tekes/BEAM and the projects after the funding phase is desired

- The typical BEAM project set-up does not currently make most of the local partners' knowledge and experience

- The lack of inception phase for the projects may cause some critical oversights

- BEAM projects would benefit from organised networking between them

Efficiency of implementation

- After initial stages, BEAM processes have become clearer

- There is confusion on BEAM, how it differs from other Tekes instruments and how they differ from Finnpartnership, etc.

- Lack of strong existing partner networks may cause inefficiency in the initial stages of the project

Potential for effectiveness, impact and sustainability

- Projects show good potential for impact and sustainability

- There is a need for a process which analyses ecosystem-wide needs early on in the project cycles

- There are some concerns on whether the expected outcomes are realistic

4.8   Findings of the validation workshop

A validation workshop was organised in 30 May 2017 to present a synthesis of BEAM evaluation outcomes and to discuss the draft conclusions of this Mid-term evaluation. Besides the evaluation team, the workshop participants consisted of BEAM management, and relevant experts from Tekes and Ministry for Foreign Affairs of Finland, as well as some BEAM stakeholders. There was a general consensus on the evaluation findings and points raised during the discussions are integrated into this report. Some of the issues raised include:

- The evaluation has raised useful issues and the dialogue between MFA and Tekes

- The evaluation should not lose its strategic view (not too practical, not monitoring)

- Important to engage all those partners who are funded / stakeholders in the evaluation

- Portfolio analysis would be useful in other Tekes programmes as well

- Would be important to further study the impact logic of innovation in development – may not follow traditional processes

- BEAM programme is in a constant change and the evaluation has to adapt to that

4.9   Findings regarding DE collaboration with BEAM steering and management

The added value of developmental evaluation (DE) as an approach is in its good synchronisation and integration with the programme steering and management. Early assessment of programme activities, options, risks and the anticipation of impact is to help the programme steering and management in making better and faster steering decisions. This is particularly important in complex and explorative programme contexts, such as the case of BEAM.

Despite good intensions and attempts, the **working collaboration between BEAM and its developmental evaluation has not been without challenges**. It has been difficult for the Programme Steering Group to understand and accept the role of evaluation, as the evaluation tasks have appeared irrelevant and heavy. At the same time, developmental evaluation has pointed out several areas for further clarification and elaboration in the programme. Overall, the evaluation has sometimes had difficulties in accessing in a timely manner even basic information of the programme activities, its calls and projects, which makes the evaluation work very difficult. The collaboration practices (e.g. joint scheduling) have been discussed, established and improved, but there is still a way to go.

It is well recognised that BEAM is the one of the first experiments for both Tekes and for MFA, in developmental evaluation. There are no existing working practices for this. In this regard, the key issues so far have been a) how to precisely define the roles, functions and mandates of the developmental evaluation versus programme management activities, and b) what kind of informa-

tion is needed and useful for different stakeholders at different times. The key findings to this end are:

- The **role and advantages of developmental evaluation are not necessarily evident** without good knowledge of different evaluation approaches and their differences. Furthermore, the developmental evaluation is a reasonably heavy process, and appears even heavier at the beginning of the process.

- For developmental evaluation, one cannot overemphasise the importance of **clear allocation of roles and definition of tasks** for different programme parties (management / evaluation). In this regard, some expectations were laid down to the developmental evaluation, which in fact should belong to the programme management – i.e. to provide advice on programme strategy (focus), to elaborate log frame/impact model and indicators, to define the baseline and to collect monitoring information. As a result, the programme has suffered from lack of necessary steering information and the evaluation has conducted also other (monitoring) tasks than initially assigned to it. This has caused unnecessary frustration on both sides. For example, the first evaluation field mission had to be cancelled and replaced by BEAM portfolio analysis and participant survey, since such baseline information had not been collected by the programme.

- At the same time, it is important to highlight that **BEAM has been innovative and explorative** programme with many respects. It is in a new field, combining two policy interests, two different kind of funding, monitoring and evaluation practices, etc. Therefore, there is a substantial amount of mutual learning in BEAM, which is closely reflected to the developmental evaluation.

- Perhaps due to the above, the **programme planning of BEAM was in many respects vague and the scope broad**. There has not been a clear vision and strategy on how the impacts are to be generated. This was particularly the case at the beginning part of the programme, as planning has progressed during the course of the programme. For example, the programme document includes several objectives which can rather be considered as ideas (such as Innovation fund), which were at the later stage dropped from the programme. In this respect, it has been the necessary task of the developmental evaluation to point out the inconsistencies or lack of clarity in the planning documents, to be then worked out by the programme management (sometimes in collaboration with the evaluation).

- The developmental evaluation has produced number of reports and raised numerous issues for the consideration of the BEAM management. As said, many of these at the beginning of the evaluation were considered perhaps a bit academic and of little practical relevance to the programme steering. The first input which was fully adopted by the BEAM Steering Group was the revised impact model in January 2017. Further to that, the *Portfolio Analysis and Participant Survey* during spring 2017 were able to raise number of relevant points and questions. These questions were systematically discussed by the BEAM Steering Group and

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Programme Team in May 2017. Further to these, the first *Annual Report of the BEAM* (May 2017), together with this *Mid-term evaluation*, should provide a rather complete overview of programme information, the activities conducted, progress made and areas for further elaboration for the consideration of all programme stakeholders.

In the light of the above, it is fair to say that the BEAM programme planning and monitoring – both at the strategic and operational levels – **has clearly been stepped up**, and also the collaboration between the programme management and the developmental evaluation is **starting to find its modus operandi**. This is, however, one of the areas where further elaboration still needs to be done on the both sides.

5 CONCLUSIONS

The following conclusions are made regarding the *reach and relevance, the programme setup*, its *implementation*, as well as the *anticipated impact* of BEAM programme, based on the findings from the different evaluation tasks.

5.1   Reach and relevance of BEAM

- There appears to be a good rationale and increasing interest for BEAM type of activities. It is possible to combine the objectives of development and innovation policies, although in the beginning of BEAM this was rather arbitrary.

- The low number of suitable applications, particularly in the beginning of the programme, was somewhat alarming. The situation has improved since then.

- Improved communication may further enhance awareness and interest in BEAM amongst target groups and stakeholders.

- Role of NGOs should be clarified and enhanced in BEAM. This is an opportunity for engaging with locals. The role of local partners should also be strengthened.

- Transparency of selection criteria and further guidance should be provided to project applicants.

- The anticipated low developmental impact of company projects, as found in the Portfolio Analysis, should be followed carefully. Further elaboration is still needed to assess and hence to maximise this impact.

5.2   Programme setup

- The overall setup of BEAM is in many ways unique and innovative. The programme is piloting in new domains, approaches and instruments, which inherently includes some risk and learning components. Due to its novelty and uniqueness, BEAM must be considered very much as a learning process.

- Documenting, assessing and transferring the lessons learned throughout the BEAM programme will be valuable particularly for the programme funders (MFA and Tekes).

- BEAM has a developmental evaluation setup, which is new and innovative. Although there has been improvement, the communication and working practices between BEAM management and evaluation team need further development. An active, systematic and open dialogue between DE and BEAM is essential.

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- Lessons and practices related to setting up and utilising DE are important, as both funding organisations are currently considering enhancing developmental evaluation in their programmes. The DE approach has already proved useful for early identification of issues, which if left unaddressed, would hinder a good implementation of the programme. Addressing these issues early on should allow the programmes to be developed and adjusted more quickly.

5.3   Programme implementation

- The programme has had a slow start, but has since picked up speed and appears now to be in line to reach its targets.

- Based on the feedback from the Field Mission, BEAM projects are showing good promise both in terms of their relevance and progress.

- There have been administrative difficulties in combining MFA and Tekes funding, but this does not explain all the tardiness. It is important to sort out administrative difficulties and to pave way for closer collaboration between MFA and Tekes. This may well serve as a pilot case for other cross-ministerial programmes under Team Finland.

- Programme planning and monitoring – both at the strategic and operational levels – has been stepped up, and also the collaboration between the programme management and the developmental evaluation is starting to find its modus operandi. This is, however, one of the areas where further elaboration still needs to be done on the both sides. In particular, there is a need to further step up and systematise the programme monitoring routines, in the framework of the new Impact Model. For example, the it has been recommended that selected parts of Portfolio Analysis are conducted periodically by the BEAM management to stay informed and be able to direct the support correctly to different applicant groups.

5.4   Anticipated impact and sustainability

- Broad geographical and substance coverage (i.e. lack of focus) is likely to hinder the overall effectiveness of BEAM, even if individual projects would succeed.

- The ecosystem approach adopted in BEAM is likely to increase the impact and sustainability of the programme. This may however need a more versatile set of instruments than currently available for BEAM (e.g. competence building, institutional partnerships, policy collaboration).

- The ecosystem impacts (both at home and in partner countries) are likely to develop over a longer period. To this end, the programme should already now anticipate how the ecosystem development is continued after the programme period of BEAM.

- Closer engagement with partners having a first-hand knowledge of needs and requirements at the local level where projects are being implemented (centrally including local partners e.g. NGOs, hubs, intermediaries and agencies) is likely to enable positive impacts and sustainability of project outcomes at the local level.

6   RECOMMENDATIONS

Our key recommendations to the BEAM programme, based on the evaluation findings so far, concern the following:

1.   **Increasing the strategic focus of BEAM** by selecting clear geographical and sector focus areas and collaboration priorities based on the experience gained so far. This would also clarify the message of BEAM towards its potential partners and applicants.

2.   **More ambitious and systematic monitoring** of BEAM activities particularly at the programme / theme level including a regular **exchange of information** between BEAM and DE. This would allow to steer and develop the programme more effectively as it progresses.

3.   **Engaging a larger set of TF actors and instruments behind the BEAM mission.** This would allow to build broader and more sustainable collaborations with partner countries, regions and organisations.

4.   **Better analysis and anticipation of the systemic and societal effects of BEAM.** There is not yet sufficient understanding how the systemic and societal impacts are likely to build and how to enhance those.

5.   In light of the above, **closer engagement of local partners in target regions** (e.g. NGOs, hubs, intermediaries and agencies) in activation, call designs and eventually in projects. This would be of benefit for enhancing the need-orientation, local ecosystem development and eventually sustainability of the BEAM impact.

6.   **More innovative project designs** in building consortia between firms, research institutes and NGOs. It is important that these projects are close to markets and based on sufficient evidence on market development and demand. Market studies, match-making activities and business-model designs should be financed by other (pre-programme) funding instruments such as Finnpartnership support.

7.   Taking better stock of **the leverage effects** which can be generated by thematic partnering, by collaborating with other donor programmes or funding agencies, finding already actively operating ecosystems, as well as by topping up funding. BEAM collaboration with GITA is a good example of utilising such opportunities.

THE EVALUATION TEAM

Kimmo Halme, Managing Director of Forefront Ltd., holds a degree of Licentiate of Technology (Eng) in Industrial Management. Kimmo has 25 years of experience in the design, development and evaluation of research and innovation policy -related activities, having worked in research, for the Finnish government, as a permanent expert for the EU Commission, and for the past ten or so years as a private research and innovation expert. Kimmo has been contributing to the research and innovation policies of several countries and international organisations, including European Parliament, OECD, World Bank and European Commission, as well as in many EU Member States, African, Latin-American and Asian countries. Kimmo is a board member of the Finnish Evaluation Society.

Kristiina Lähde is Senior Consultant and Partner at Forefront Ltd. Her key expertise is in the area of innovation in development. She has been the full-time Chief Technical Advisor of two successful MFA development collaboration projects, SAFIPA in South Africa 2008–2011 and TANZICT in Tanzania 2011-2015. Both SAFIPA and TANZICT had a funding element, and a large part of Kristiina's work in both projects has been appraising and selecting projects and ventures for funding, and then mentoring and supporting them during the implementation phase. Before her development career, Kristiina gained wide experience in entrepreneurship and ICT industry. Her last role before moving to Africa was the CEO of a regional business incubator, Technopolis Ventures Jyväskylä. Kristiina is also an Innovation Advisor for DFID (UK) programmes in Tanzania.

Petri Uusikylä is co-founder, senior partner and chairman of the board at Frisky & Anjoy Ltd. Prior to that he was director at Ramboll Management Consulting, partner and managing director at Net Effect Ltd in 1999 and has worked as Senior Advisor at the Ministry of Finance, Finland with special responsibility for performance management, evaluation and benchmarking. He has over 25 years experience in EU-programme and project evaluation in the fields of science, technology and Innovation policy as well as development cooperation programmes. Petri has comprehensive list of publications in the fields of public budgeting, policy evaluation and methodology, European policy-making, public managements etc. He has also been consulting, evaluating and given number of training courses on evaluation and performance management in Poland, Latvia, Lithuania, Estonia, Czech Republic, Bulgaria, Hungary, Georgia, Russia, Vietnam, Tanzania, Zambia, Kenya and several OECD-countries, both on cohesion policy and other topics.

Juho Uusihakala (until 8/2016) is an independent consultant specializing in development cooperation project and programme preparations and evaluations. Juho has over 15 years of experience with hands-on experience in several development cooperation instruments and modalities, and covering all phases of programming cycle. He is very experienced with evaluations (appraisals, mid-term evaluations) of complex interventions covering various countries and/or sectors, project and programme management, including multi-donor sector support to education, decentralization and capacity development for central and local level civil servants. Juho has been conducting results and objective oriented project and programme planning and is familiar with donor coordination (including bilaterals and multilaterals), donor – government dialogue. In addition to short term assignments in dozens of countries in Africa, Asia and Eastern Europe, he has worked six years as a Counsellor in Finnish embassies in Kathmandu (2004-2007) and Dar es Salaam (2010-2013) and is thus well versed with Team Finland activities on the ground.

Steve Giddings is a South African professional management consultant, investor and entrepreneur. He has started and grown three own companies: a manufacturer of coffee, hot chocolate and other hot beverages a service company that provides hot beverage solutions to corporates, another management consultancy that works with the World Bank and other organisations and which has provided consultancies all over the world including Africa, Asia, Caribbean and Middle East. Currently he is launching Ndola Capital, a private equity investment company.

ANNEX 1: EVALUABILITY SUMMARY TABLE, 2.5.2016

Evaluability issue (ToR)	Findings	Conclusions	Recommendations	Responsible	Priority
1. Objectives are clearly defined at the different levels (impact, outcome/output, activities)?	The initial programme objectives were broken down to four work packages, which were considered partially overlapping and incoherent.	It was not evident how the initial work packages were to be operationalised. A reorganisation of programme objectives from work packages to components has been elaborated during the evaluability analysis at the programme inception phase.	It is suggested that a revised impact model for BEAM is adopted by the Steering Group as a basis for measuring, monitoring and performance and anticipating the impact of BEAM. In line with the above, it is suggested that prioritisation of activities is conducted amongst all planned BEAM activities to ensure anticipated impact and efficient use of resources. It is suggested that the programme activities are reorganised (in line with the impact model) according to clear impact mechanisms.	Management Team	High priority
2. Objectives describe what will change?	BEAM has specific objectives towards economic, environmental and social impacts. Some objectives are taken into account in calls for and selection of projects, while this has not yet been clearly shown in the project portfolio.	It has not been clearly defined how these are to be reached and changes measured.	Once there is a common agreement and understanding of the programme impact model, this should be further elaborated. The impact model should allow to elaborate where and how BEAM's specific objectives are to be reached (i.e. what are the impact mechanisms). Change indicators should be established at different phases of the impact model (input, activities, outputs, etc).	Management Team	High priority

Evaluability issue (ToR)	Findings	Conclusions	Recommendations	Responsible	Priority
3. Indicators, baselines and target values are defined for all objectives?	Clear (input) indicators, target values and baselines are defined for innovation projects only. Other key areas (e.g. knowledge creation, impact fund, ecosystems) lack good indicators.	The current status of performance indicators, targets and baselines is presented in Table 1. Several areas need further elaboration.	It is suggested that change indicators are further elaborated in accordance with the approved impact model and a synthesis table for programme monitoring (as in Table 1) is developed.	Management Team	Medium priority
4. Indicators serve all set purposes from managements needs to impact evaluation?	Clear (input) indicators, target values and baselines are defined for innovation projects only.	Current set of indicators monitor mainly input and progress, less outcomes and impact. This needs to be worked out. As there are new methods, indicators and assessments are also needed regarding how different types of projects, themes, collaboration modes, etc work for BEAM purposes.	It is suggested that overall impact indicators are defined for BEAM. More and better indicators are needed for the performance of BEAM, its thematic direction (i.e. its ability to reach and engage right kind of partners) as well as its progress and results towards anticipated impact areas.	Management Team	Medium priority
5. Is required baseline information available at the outset or will it be produced during the ramp-up phase of the implementation?	It is available for a large part, but not all.	There is a need to collect and analyse the programme data (calls, project portfolio) at this point, to see how the programme has been initiated and to which direction it is progressing.	Some baselines will need to be better defined. It is suggested that the current level of competence is assessed with e.g. a survey, which can be repeated at the later stage of the programme to measure the change.	Management Team	Medium priority

Evaluability issue (ToR)	Findings	Conclusions	Recommendations	Responsible	Priority
6. Baseline data and indicators ensure that longer-term impact evaluation is possible?	For a large part, but not all	An evident challenge is in assessing the baseline levels of wider stakeholder groups and the thematic impacts, particularly in other countries.	It is suggested that long-term impact indicators include also qualitative indicators and allow the recognition of unforeseen impacts.	Management Team	Low priority
7. Has regular, indicator-based monitoring and reporting system in place, producing systematic information of the achievement of the objectives against the set indicators. The monitoring and reporting system has clearly defined roles and responsibilities with clear scheduling and resourcing?	This has been partially planned, but is not yet in place, nor are practices fully defined.	The programme monitoring follows the line of Tekes programme practices. For the purpose of BEAM, this may not be enough. There are particular aspects (specific impact areas) and many new experiments (such as ecosystem projects, impact fund) that will require particular attention.	More precise plan should be elaborated on what kind of monitoring information is provided to the programme management and in which intervals, as proposed in Table 2. Developmental evaluation can support the programme in many ways, while its precise role needs to be agreed with programme management, and resources allocated accordingly.	Management Team	High priority
8. Provision of information of the BEAM as a cooperation modality in supporting inclusive development innovations?	This is the task of Developmental Evaluation in BEAM.	It is in place, while many modalities are still experimented.	It is suggested that BEAM mid-term evaluation pays particular emphasis on these cooperation modalities.	Developmental Evaluation and ESG	Medium priority

ANNEX 2: SUMMARY OF DE INPUT AND BEAM REFLECTIONS

Timing	BEAM key actions	DE tasks	DE input to BEAM	BEAM reflection*
11/2014	Programme launch			
Spring 2015	1st research call: 29 applications			
Fall 2015	1st international joint call with GITA India. 1st ecosystem call.			
10/2015		Developmental Evaluation starts. State-of-the-art Analysis	Benchmarking of good DE approaches. Refined evaluation plan.	
11/2015		Analysis of the Ramp-up Phase	Assessment of the BEAM programme documents. Several unclear issues identified.	
11/2015		Workshop with BEAM Management team and stakeholders.	Discussion on programme strategy. Joint elaboration of Logical Frame/impact model and indicators.	
12/2015			Introduction of DE approach and plan to BEAM SG	SG very critical regarding the purpose, role and size of the evaluation.
2/2016				Requests DE to be simplified and adjusted to SG needs. Asks for an impact model and baseline information.
1/2016		Joint work with BEAM management to re-define an Impact Model	DE proposes an Impact Model for BEAM	
4/2016		Evaluability Analysis, with a request for BEAM Management response	Suggestion to clarify programme objectives, to define impact model and to set up relevant monitoring indicators, among others.	

Timing	BEAM key actions	DE tasks	DE input to BEAM	BEAM reflection*
5–6/2016		Meta-evaluation and meta-analysis of 12 MFA Innovation Programmes + workshop.	Number of common issues raised regarding the monitoring and evaluation practices of innovation programmes.	
5/2016				SG states it 'does not understand DE approach'. Asks ESG to join its next meeting. Requests DE to be revised.
Fall/2016	2nd international call with Vietnam.			
8/2016			ESG presents DE approach, role and tasks to BEAM SG. Proposes a BEAM-DE collaboration plan to be drawn.	SG approves the proposed Impact Model. Agrees to develop a collaboration plan with DE. Decides not to make a separate Management Response to the Evaluability Analysis.
8/2016			Joint Schedule drawn for BEAM and DE	
11–12/2016		Portfolio Analysis of BEAM Projects. BEAM Participant Survey.	DE presents the outcomes of BEAM Portfolio Analysis and the Participant Survey.	SG makes a restatement that DE 'does not bring new and interesting information' for steering and is too heavy. More qualitative analyses needed. Discussion on whose task is to monitor the programme. SG asks to be involved when evaluation missions are decided.
1/2017				Monitoring indicators for the Impact Model discussed and elaborated. Portfolio Analysis findings discussed in detail. Decides there is no need to adjust the programme. Asks to better synchronise DE, Impact Model and BEAM annual work plan.

DEVELOPMENTAL EVALUATION OF BUSINESS WITH IMPACT (BEAM) PROGRAMME – MID-TERM EVALUATION

Timing	BEAM key actions	DE tasks	DE input to BEAM	BEAM reflection*
2–3/2017		Field Mission #1 (Southern Africa)	Projects appear relevant and progressing. Local partnerships and networking needs stepping up.	
5/2017	BEAM annual report for 2015–2016			Strategic and operative questions raised in the Portfolio Analysis are systematically addressed by the Steering Group and Programme Team (p 12–14).
5/2017		MTR Validation Workshop	Discussion on the draft MTR conclusions with BEAM Management team and stakeholders.	
6/2017		Mid-term evaluation of BEAM		

* Based on the minutes of BEAM Steering Group Meetings and BEAM Annual Report 2015-2016

ANNEX 3: LINKS TO INDIVIDUAL EVALUATION REPORTS

The following, individual evaluation reports are available on the MFA web page:

http://formin.finland.fi/public/default.aspx?contentid=364963&nodeid=49540&contentlan=2&culture=en-US

(formin.finland.fi/en ➜ Ministry and missions abroad ➜ Publications ➜ Development cooperation evaluation reports)

D1.1   **State-of-the-art Analysis, 17.11.2015**

D1.2   **Analysis of the Ramp-up Phase, 7.12.2015**

D1.3   **Evaluability Analysis, 18.3.2016**

D1.3B   **Evaluability Conclusions and Recommendations, 2.5.2016**

D2.1   **Meta-evaluation and Meta-analysis of MFA Innovation Programmes, 7.6.2016**

D2.2A   **BEAM Portfolio Analysis (in Finnish), 14.2.2017**

D2.2B   **BEAM Participant Survey, 30.1.2017**

D2.2C   **Executive Summary of Portfolio Analysis & Participant Survey, 14.2.2017**

D2.3   **Report of the First Evaluation Field Mission, 2.6.2017**

ANNEX 4: INVITATION TO TENDER ON THE PROCUREMENT OF THE DEVELOPMENTAL EVALUATION OF BUSINESS WITH IMPACT (BEAM) PROGRAMME, 28.5.2015: DESCRIPTION OF WORK PACKAGES.

Purpose and Objectives of the Evaluation

The purpose of the evaluation is to support the implementation of BEAM programme by producing continuously evaluation results that are used to adapt the programme to emergent, dynamic and complex environments. The key objectives of the evaluation are to

- Ensure the evaluability of the BEAM programme;

- Provide independent information on the progress in achieving the BEAM objectives, and the relevance and sustainability of the achievements;

- Provide information of the BEAM as a cooperation modality in supporting inclusive development innovations.

WP 1. Review the Evaluability of the Business with Impact (BEAM) Programme

The BEAM programme has the Programme Board, the Programme management team and the Coordinator team. The Coordinator team will provide annual reports as well as quarterly reports for the Programme Board. BEAM programme management team will identify and carry out baseline studies and create updated Impact Model with indicators. The Board will review any uncertainties, open issues or issues that need more emphasis or development in the BEAM implementation.

The Evaluation has a Steering committee and the Evaluation team. The Evaluation team reports to the Steering committee according to the contract. The reports will be discussed in the BEAM Programme bodies.

The task of the Evaluation team during the Programme ramp-up phase 2015–2016 is to review and ensure the evaluability of the BEAM Programme. This will be done in close cooperation with the Programme management team. The Evaluation team will support the Programme management team and Coordinator team in creating Program's result-based Monitoring & Evaluation system. This will include support in establishing the baseline and indicators also for long term impact evaluation of the Programme.

During the Ramp-up Phase the Evaluation team will support BEAM Programme in ensuring that

- objectives are clearly defined at the different levels (impact, outcome/output, activities)

- objectives describe what will change

- indicators, baselines and target values are defined for all objectives

- indicators serve all set purposes from managements needs to impact evaluation

- has required baseline information available at the outset or will be produced during the ramp-up phase of the implementation

- baseline data and indicators ensure that longer-term impact evaluation is possible

- has regular, indicator-based monitoring and reporting system in place, producing systematic information of the achievement of the objectives against the set indicators. The monitoring and reporting system has clearly defined roles and responsibilities with clear scheduling and resourcing.

As **a deliverable** of the first work package the Evaluation team will provide a report with

- short state-of-the-art analysis of ex-ante and real time evaluation and recommendations for the Tekes ex-ante and real time evaluation of programmes

- an analysis of the ramp-up phase with recommendations for the Program plan and work plan

- an analysis of the evaluability of the BEAM Programme

- clear recommendations on how to change the results frame, if needed, and reasons for the changes

- clear recommendations in case further base-line studies are needed. This will include an implementation plan.

WP 2. Meta Analysis, Biannual Review and Mid–term Evaluation

The Ministry of Foreign Affairs has financed several innovation initiatives[3]. The evaluation team is asked to make the Meta-analysis of the 12 evaluations of these innovation initiatives. The Meta-analysis is to be completed by the end of June 2016.

The BEAM Programme is responsible for the operational planning. This means setting annual targets and results with measurable indicators, activities and resource allocations. BEAM prepares annual plans which consists work plans with required resources. The BEAM programme itself is responsible for monitoring the results by collecting data on specific indicators and reporting on the results and progress to the decision makers.

To conclude, BEAM is responsible for Programme monitoring whereas the role of the Evaluation is to bring additional value and promote the idea of constant learning in the Programme.

The Evaluation team will conduct Biannual Review Missions to assess the progress of the BEAM Programme against the set objectives and suggest changes to the Programme. This will be done by

- a desk study to review the progress reports of the Programme and

- a field mission to verify validate the results and progress of the field activities in sample bases.

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3   1. South Africa (SAIS, BioFisa, INSPIRE, Comeza, Safipa); 2.Mosambique (STIFIMO); 3. Tanzania (Tanzict); 4 Vietnam (IIP); 5. World Bank (InfoDEV); 6. Energy&Environment, EEPs (Central America, Mekong & South Africa, the Andes)

The Evaluation team will prepare a Desk Study. The desk study of the Biannual Review will look at the

- *Relevance* of the Programme. This refers to the extent to which the objectives of the program are consistent with the beneficiaries' requirements, country priorities and partner's and Finland's policies. Also, the team has to assess the relevance and effect of coordination given to the programme as well as to the beneficiaries.

- *Impact* which describes how the programme has succeeded in contributing to impact for its final beneficiaries, including promotion of human rights and gender equality, reduction of inequalities and promotion of climate sustainability. The evaluation of impact covers intended and unintended, short-term and long-term, positive and negative impacts. The evaluation will be made using the related indicators.

- *Effectiveness* describes if the outputs have furthered the achievement of outcomes or are expected to do so in the future. Evaluation of promotion of human rights and gender equality, reduction of inequalities and promotion of climate sustainability is integrated to the analysis.

- *Efficiency*, which is defined by how well the various activities have transformed the available resources into the intended outputs in terms of quality, quality and timeliness. Use of resources to promote human rights and gender equality, reduction of inequalities and promotion of climate sustainability is integrated to the analysis. Comparison should be made against what was planned and whether the programme has utilised funds to as per approved work plans. Furthermore, the management and administrative arrangements are analysed as well as the role of the Board and whether the Board is optimally being used for decision making. Efficiency and effectiveness in networking with local and national stakeholders, academics, service providers and NGOs (included to the indicators) will also be analysed.

- *Sustainability* refers to the likely continuation of the programme achievements. The sustainability of programme interventions in terms of their effect on environment will also be assessed.

The Desk Study will propose more detailed review questions for the Biannual Review Mission. The Biannual Review Mission will focus on specific issues, problems and selected evaluation criteria. It will provide in-depth analysis of monitoring information as well as complementary information to monitoring. It will address acute implementation problems and provide recommendations for problem solving. The implementation problems or challenges might relate for example to the piloting of new approaches, special studies and other activities.

The information of the Biannual Review will be used by the Programme management team, Coordinator team as well as Programme Board to improve the performance of the Programme.

A work plan for each Biannual Review Mission will be agreed in Evaluation Steering Committee after consultation with the Programme Board and approved by the MFA and Tekes. The timing of the Biannual Review Mission will be agreed so that it best serves the Programme's annual work planning and that the recommendations of the Biannual Review Mission could be already integrated to the Annual Work Plans before their approval. It is expected that the first Biannual Review will be carried out in August–October 2016 and the second in February–March 2017. The workload of a Biannual Review is estimated to be 20 days.

As a deliverable the mission will produce a report with clear analysis on

- Findings – data, facts, evidence relevant to the indicators of the evaluation progress
- Conclusions – assessment of the progress or lack of it based on the findings
- Recommendations – proposed changes for the next year work plan and/or for the result framework , improvements, action to remedy problems in performance or to capitalize in strengths

After the Meta analysis and the first two Biannual reviews have been completed in April 2017 the evaluation team will be asked to compile the Mid-term evaluation report for the programme board and steering committee.

As a deliverable the Mid-term evaluation consists of

- The summary of WP 1
- The summary of Meta-analysis of innovation initiatives
- The conclusions and recommendations of first two Biannual review reports
- Workshop with BEAM steering group and external experts

WP 3. Biannual Reviews in 2017–2019 (option)

After the first two Biannual Review reports have been discussed and accepted by the BEAM Programme board, the board will decide if the option will be used.

If the option is accepted, it will follow the same procedure described in WP 2:

- third review mission during the autumn 2017
- fourth (spring 2018)
- fifth (autumn 2018)
- sixth (spring 2019)
- seventh (autumn 2019)

After these seven reports have been reported, the evaluation team is asked to deliver the final report. As a deliverable the evaluation final report consists of

- Summary of Biannual Review reports
- Lessons learnt during the evaluation
- Reflections of the changes made during BEAM programme based on programme reports
- Analysis of impact paths

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2017