



# EVALUATION

Programme-based Support through  
Finnish Civil Society Organizations I



Evaluation on Finland's Development Policy and Cooperation

**2016/4d**



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# EVALUATION

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

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**2016/4d**

This evaluation was commissioned by the Ministry for Foreign Affairs of Finland to Niras Finland. This report is the product of the authors, and responsibility for the accuracy of the data included in this report rests with the authors. The findings, interpretations, and conclusions presented in this report do not necessarily reflect the views of the Ministry for Foreign Affairs of Finland.

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This report can be downloaded through the home page of the Ministry for Foreign Affairs  
<http://formin.finland.fi/developmentpolicy/evaluations>

Contact: [EVA-11@formin.fi](mailto:EVA-11@formin.fi)

ISBN 978-952-281-491-3 (pdf)

ISSN 2342-8341

Cover design and layout: Innocorp Oy/Milla Toro

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# ACRONYMS AND ABBREVIATIONS

AAH-U	Action Africa Hilfe Uganda
ARC	American Refugee Committee
CBO	Community-Based Organisation
CDO	Community Development Officer
CIG	Common Interest Group
CSO	Civil Society Organisation
DRC	Democratic Republic of Congo
€	Euro
EFA	English for Adults
EU	European Union
FAL	Functional Adult Literacy
FRC	Finnish Refugee Council
GBV	Gender-Based Violence
GoF	Government of Finland
GoU	Government of Uganda
HDLG	Hoima District Local Government
HQ	Headquarters
HRBA	Human Rights-Based Approach to Development
IDP	Internally Displaced Person
IGA	Income Generating Activity
LABE	Literacy and Adult Basic Education
LMC	Learning Management Committee
M&E	Monitoring and evaluation
MFA	Ministry for Foreign Affairs of Finland
NAEAL	National Adult Education Association of Liberia
NGO	Non-governmental organisation
OPM	Office of the Prime Minister
PM	Project Manager
PoE	Paths of Empowerment
PRA	Participatory Rural Appraisal
RBM	Results-Based Management
ReHOPE	Refugee and Host Population Empowerment
RLP	Refugee Law Project
RWC	Refugee Welfare Council
SLG	Saving and Loan Group
ToC	Theory of Change
UGX	Uganda Shilling
UNHCR	United Nations High Commissioner for Refugees
VSLA	Village Savings and Loans Association



# TIIVISTELMÄ

Suomen Pakolaisavun kehitysyhteistyöohjelman 2010-2015 arviointi on yksi kuudesta ensimmäisestä evaluoinnista, joissa tarkasteltiin suomalaisia monivuotista ohjelmataukea saavia kansalaisjärjestöjä. Arvioinnin tarkoituksena on tuottaa faktoihin nojautuvaa tietoa ja opastusta siitä 1) miten parantaa kansalaisyhteiskunnalle suunnatun ohjelmatuken tulospohjaista hallinnointia, ja 2) miten edistää niiden tulosten saavuttamista joihin Suomen kansalaisyhteiskuntatuella tähdätään.

Pakolaisavun ohjelma on tarkoituksenmukainen, vaikkakin Suomen kansalaisjärjestöjä koskevan kehityspolitiikan keskeiset tavoitteet voisivat olla selvemmin edustettuina järjestön kehitysyhteistyöohjelman tavoitteissa.

Kustannukset on pidetty matalina ja ohjelmaa hallinnoidaan tehokkaasti. Sen seuranta ja arviointi ei ole kuitenkaan ollut tehokasta, mutta tätä osa-aluetta ollaan parhaillaan tehostamassa. Hyödynsaajien näkökulmasta tuloksia on pidetty myönteisinä. Ohjelmalla ei silti ole järjestelmällistä ja kriittistä otetta tulosten arviointiin.

Pakolaisapu on panostanut merkittävästi kumppanijärjestöjen palveluntuotanto- ja vaikuttamiskapasiteettien kehittämiseen. Siitä huolimatta kestävä kapasiteetti ja vaikuttamiskyky eivät ole kaikissa tapauksissa vahvistuneet.

Ohjelman vaikuttavuudesta on merkkejä seuraavilla tavoilla: konfliktien väheneminen, osallistumisen lisääntyminen yhteisöjen hallinnossa ja kehitystoimissa, sekä pienyritystoimintaan perustuvan yhteistyön ja sosio-ekonomisen kehityksen vahvistuminen.

Ilman ulkopuolista rahoitusta Pakolaisavun kumppaneilla ja sidosryhmillä ei ole voimavaroja jatkaa hankkeiden toteuttamista, vaikka joillain niistä on hankkeisiin vahva omistajuus. Hyödynsaajilla sen sijaan on selvä omistajuus ja on luultavaa että se takaa perustettujen pienyritysten jatkumisen.

*Avainsanat: arviointi, kehitysyhteistyö, kansalaisjärjestö, pakolaiset.*

# REFERAT

Utvärderingen av Finlands Flyktinghjälps utvecklingssamarbetsprogram år 2010-2015 är en av de sex första utvärderingarna av de finska civilsamhällsorganisationerna (CSO) som erhållit mångårigt, programbaserat stöd. Syftet med utvärderingen är att ge evidensbaserad information och vägledning för att 1) förbättra resultatbaserad styrning av utvecklingssamarbetsprogrammet för CSO, och 2) att öka resultaten från finskt stöd till det civila samhället.

Finlands Flyktinghjälps program är relevant, även om de centrala målen i Finlands Utvecklingspolitiska riktlinje för det civila samhället kunde återspeglas bättre i FF:s egna mål för utvecklingssamarbete.

Kostnaderna hålls nere och programmet styrs effektivt, utom när det gäller uppföljning och återkoppling vilket inte har varit särskilt effektivt. System för uppföljning och återkoppling håller dock på att uppgraderas. Resultaten bedöms som positiva utifrån ett mottagarperspektiv. Däremot har inte programmet ett systematiskt och kritiskt resultatbedömningssystem.

Finlands Flyktinghjälps har gjort stora ansträngningar för att stärka CSO-partners servicekapacitet samt deras kapacitet för opinionsbildning. Trots detta så är kapaciteten i vissa fall inte hållbar på lång sikt och i vissa fall har kapacitet för påverkan och opinionsbildning inte stärkts märkbart.

Det finns indikationer på långsiktiga effekter från programmet i form av minskade konflikter, ökat deltagande i samhällsstyrning och utvecklingsaktiviteter; ökat samarbete, i synnerhet genom att arbeta i grupper för ömsesidigt stöd; och socioekonomisk utveckling på grund av ökade inkomster från småföretag.

Ingen av partnerorganisationerna eller andra aktörer har resurser att fortsätta implementeringen utan extern finansiering trots det faktum att en del av dem känner starkt ägarskap. Det bedöms att det finns ett tydligt ägarskap hos mottagarna av stödet och detta kommer troligen säkerställa en fortsättning av de små företag som är etablerade.

*Nyckelord: utvärdering, utvecklingssamarbete, CSO, flyktingar.*

# ABSTRACT

The evaluation of the development cooperation programme of Finnish Refugee Council 2010-2015 is one of the first six evaluations on Finnish Civil Society Organizations (CSOs) receiving multiannual programme-based support. The purpose of the evaluation is to provide evidence-based information and guidance on how to 1) improve the results-based management approach of the programme-based support to Civil Society, and 2) enhance the achievement of results from Finnish support to civil society.

The FRC programme is relevant although the key objectives of Finland's Civil Society Development Policy could be more clearly reflected in the objectives for FRC's development cooperation.

Costs are kept low and the programme is efficiently managed. However, monitoring and evaluation has not been efficient, though this is currently being upgraded. Outcomes are positively assessed from the perspective of the beneficiaries. However, the programme does not take a systematic and critical approach for assessing outcomes.

FRC has done a considerable effort to capacitate the CSO partner for service provision as well as for advocacy. However, in some cases sustainable capacity has not been developed and in some cases capacity for advocacy is not developed.

There are indications of impacts from the programme in the form of reduction of conflicts, increased participation in community governance and development activities; and increased collaboration and socio-economic development based on small businesses.

None of the partners or other stakeholders has the resources to continue implementation without external funding despite of the fact that some of them have strong ownership. However, at the level of beneficiaries there is clear ownership and it is the assessment that this will ensure the continuation of the small businesses established.

*Keywords: evaluation, development cooperation, CSO, refugees.*

# YHTEENVETO

Suomen Pakolaisavun kehitysyhteistyöohjelman 2010–2015 arviointi on yksi kuudesta ensimmäisestä evaluoinnista, joissa läpikäytiin suomalaisia monivuotista ohjelmataukea saavia kansalaisjärjestöjä. Arvioinnin tarkoituksena on tuottaa faktoihin nojautuvaa tietoa ja opastusta siitä 1) miten parantaa kansalaisyhteiskunnalle suunnatun ohjelmatauen tulospohjaista hallinnointia, ja 2) miten edistää niiden tulosten saavuttamista joihin Suomen kansalaisyhteiskuntatuella tähdätään.

Pakolaisapu on Suomen etummaisina toimijana pakolaisten kanssa ja pakkosiirotolaisuusasioissa. Sekä Suomessa että kohdemaissa se tekee paljon viestintää, kehityskasvatusta ja vaikuttamistyötä. Pakolaisapu toteuttaa hankkeita Ugandassa, Liberiassa, Sierra Leonessa ja Myanmarissa. Arviointijakson aikana oli hankkeita myös Thaimaassa, mutta nyt ne on lopetettu.

Voimaannuttamista käyttäen Pakolaisapu pyrkii auttamaan hyödynsaajia pääsemään kiinni koulutukseen, elinkeinoihin ja yhteiskunnalliseen osallistumiseen. Tämän vuoksi se kehittää taitoja ja kykyjä joita tarvitaan kohderyhmän voimaantumiseen, käyttäen aikuisten lukutaitokoulutusta. Pakolaisavun ohjelman vuosibudjetti on noin 2,4 miljoonaa euroa ja sillä järjestö tavoittaa kumppanimaissaan yhteensä noin 16 500 suoraa ja 83 000 epäsuoraa hyödynsaajaa. Toiminnoista hyötyviä ihmisiä on kuitenkin paljon enemmän, koska lukutaitoa ja elinkeinoja vahvistavilla taidoilla on seurauksia monilla kohdeväestöjen elämänaloilla.

Arviointi kattoi ulkopuolisten evaluaatioiden meta-analyysin sekä kenttäkäyntejä pakolaisleireihin ja paikallisiin yhteisöihin Liberiassa ja Ugandassa. Eriytyinen paino annettiin Pakolaisavun keräämän laajan seurantatiedon validoinnille. Tämä tapahtui ryhmäkeskusteluja ja yksilökohtaisia syvähaastatteluja käyttämällä sekä analysoimalla dokumentoituja lähteitä.

## Tarkoituksenmukaisuus

Omaan strategiaansa nojautuen Pakolaisapu tekee pakolaistyötä edesauttaakseen vakautta pitkittyneissä pakolaistilanteissa. Maat, joissa järjestö nykyisin toimii eivät ole Eurooppaan tai Suomeen kohdistuvien pakolaisvirtojen tärkeitä lähtömaita, eivätkä ne myöskään ole Suomen julkisen ja mediahuomion keskiössä. Tämän vuoksi Pakolaisapu pystyy laajentamaan pakolaiskeskustelua tai kiinnittämään huomiota ”unohdettuihin” pakolaistilanteisiin. Sen sijaan se ei kykene toimittamaan tietoa ”kuumista” kohteista, joihin yleinen mielenkiinto Suomessa kohdistuu.

Pakolaisapu on valinnut toimintakentäkseen rajatun sektorin, jonka se on määritellyt vankkaan kokemukseensa perustuvan aikuisten pakolaisten kouluttamisen ja voimaannuttamisen.

Pakolaisavun ohjelma on siten tarkoituksenmukainen sen omasta näkökulmasta katsottuna. Järjestö voisi kuitenkin paremmin vaikuttaa julkiseen pako-

laiskeskusteluun, jos se toimisi maissa, jotka liittyvät läheisemmin Euroopan pakolaiskriisiin.

Ulkoisten evaluaatioiden raportit sekä kenttäkäynnit Ugandassa ja Liberiassa osoittavat, että hankkeet vastaavat hyödynsaajien tarpeisiin ja päämääriin. Johtopäätöksenä voidaan todeta, että Pakolaisavun ohjelma on hyvin tarkoituksenmukainen hyödynsaajien näkökulmasta katsottuna.

Arviointiryhmä löysi näyttöä vahvasta yhdenmukaisuudesta Liberian ja Ugandan kansallisten politiikkojen ja strategioiden kanssa, vaikka ulkoiset evaluaatiot eivät käsitelleetkään tätä asiaa. Voidaan siis päätellä, että ohjelma on tarkoituksenmukainen myös tästä näkökulmasta.

Pakolaisavun ohjelma noudattaa hyvin Suomen kehityspoliittista ohjelmaa vuodelta 2012, erityisesti sen kohtia demokraattisesta ja vastuullisesta yhteiskunnasta sekä inhimillisestä kehityksestä. Sen sijaan Suomen kansalaisjärjestöjä koskevan kehityspolitiikan keskeiset tavoitteet eivät ole selvästi edustettuina järjestön kehitysyhteistyöohjelman tavoitteissa.

Johtopäätöksenä voidaan todeta, että Pakolaisavun ohjelma on tarkoituksenmukainen Suomen kehityspolitiikan kannalta, vaikkakin Suomen kansalaisjärjestöjä koskevan kehityspolitiikan keskeiset tavoitteet voisivat olla selvemmin edustettuina järjestön kehitysyhteistyöohjelman tavoitteissa.

## **Tehokkuus**

Arviointiryhmä havaitsi, että palkkakustannukset ovat kohtuulliset verrattuna muihin kansalaisjärjestöihin kohdemaissa. Ottaen huomioon työntekijöiden lukumäärän sekä ihmisresurssien keskeisen roolin Pakolaisavun hankkeissa, palkat ja niiden sivukulut on pidetty hyvin kontrollissa.

Kansainvälisen kehitysyhteistyön yksiköllä Pakolaisavun päämajassa Suomessa on kolme vakituista työntekijää. Ohjelman hallinnointi niin pienen ryhmän avulla viittaa korkeaan kustannustehokkuuteen keskustoimistossa.

Vain eräät Sierra Leonessa tehdyt ulkoiset evaluoinnit ovat käsitelleet kustannustehokkuutta, mikä niiden mukaan on ollut heikkoa. Sitä vastoin Liberian ja Ugandan kenttäkäyntien havainnot tukivat johtopäätöstä hyvästä kustannustehokkuudesta. Siten voidaan päätellä, että Pakolaisapu tuskin olisi voinut soveltaa hankkeissaan vaihtoehtoisia menetelmiä jotka olisivat sen nykyisiä toimintakäytäntöjä kustannustehokkaampia.

Pakolaisavun ohjelmaa hallinnoi sen kansainvälisen kehitysyhteistyön yksikkö. Ulkoasiainministeriö liittyy ohjelmaan vain strategisella tasolla. Pakolaisavun maajohtajat tekevät tärkeimmät päätökset ja ohjaavat toimintaa. Operatiivinen johtaminen kuuluu hankepäälliköille. Johtopäätöksenä voidaan todeta, että käytettävissä oleva informaatio viittaa tehokkaaseen hallinnointiin.

Seurantajärjestelmä kohdistuu aktiviteetteihin ja tuotoksiin. Tulokset julkaisemista tekijöistä (tulokset ja vaikutukset) on myös joskus raportoitu, vaikkakin ne usein hukkuvat raporttien yksityiskohtiin. Pakolaisapu on parhailaan uudistamassa seurannan ja arvioinnin järjestelmäänsä liittämällä siihen PoE-menetelmän (paths of empowerment).

Pakolaisavun toimeksiannosta on tehty 17 evaluaatiota arviointijakson aikana. Niiden laatu vaihtelee ja vaikka ne usein viittaavat DAC-kriteereihin ei näitä kriteerejä ole noudatettu tarkasti. Siksi evaluaatioraporteista on vaikea löytää järjestelmällistä näyttöä hankkeiden tuloksista.

Johtopäätöksenä ohjelman seuranta- ja arviointijärjestelmä ei ole ollut tehokas arviointijakson aikana.

Arviointi totesi, että riskejä on otettu huomioon Pakolaisavun ohjelmassa ja hankkeissa.

Pakolaisavun ohjelma keskittyy erityisesti oikeuteen saada koulutusta. Luku- ja kirjoitustaito liittyy niin moneen voimaannuttamisen muotoon että sitä voidaan pitää useimpien oikeuksien lähtöalustana. Tämän lisäksi ohjelma korostaa oikeutta ansaita toimeentulo sekä oikeutta arvokkaaseen elämään. Siksi voidaan päätellä, että ihmisoikeuksia on käsitelty tehokkaasti.

### **Tuloksellisuus**

Ulkoiset evaluaatiot ovat pääsääntöisesti pitäneet tuloksia myönteisinä. Myös arviointiryhmä näki ne hyvin positiivisina hyödynsaajien kannalta. Koulutukseen osallistuneiden itsetunto vahvistui, he kykenivät osallistumaan yhteisön asioihin ja heidän terveytensä sekä ravitsemuksensa paranivat. Useimmat pienyrityskoulutuksessa olleet olivat mukana jonkinlaisessa liiketoiminnassa.

Evaluaatioraporteissa ei kuitenkaan ole järjestelmällistä ja kriittistä otetta tulosten arviointiin. Niissä ei ole yritetty kartoittaa sellaisten koulutukseen osallistuneiden osuutta, jotka hyödyntävät oppimiaan tietoja ja taitoja. On tarpeen panna toimeen järjestelmällisempi ja kriittisempi tulosten arviointi ja analysoida missä määrin ne ovat myötävaikuttaneet hankkeen tavoitteiden saavuttamiseen.

Kenttäkäyntien havainnot osoittavat että Pakolaisavun ohjelma ottaa huomioon läpileikkaavat tavoitteet ja edesauttaa niiden saavuttamista: epätasa-arvoisuuden vähentäminen voimaannuttamalla pakolaisia, mukaan lukien erityisiä haavoittuvia ryhmiä kuten ikääntyneet, sokeat ja kuurot. Opetusohjelmat pitävät sisällään yhteisöllistä ympäristöhygienian havainnointia millä tähdätään tietoisuuden ja hyvien ympäristökäytäntöjen lisäämiseen. Sukupuolten välinen tasa-arvo on osa koulutuskurssien ohjelmaa. Mies- ja naisosallistujien määrä kursseilla on tasapainossa. Ilmastollinen kestävyys on integroitu koulutustapahtumiin. Niissä ryhmät oppivat ympäristönsuojelun tärkeydestä ja istuttavat puita.

Ugandassa kansalliset kansalaisjärjestöt eivät voi työskennellä pakolaisten kanssa, joten siellä Pakolaisapu toteuttaa hankkeensa itse. Liberiassa huomattava osa resursseista on suunnattu toteuttajakumppanien kapasiteettien kehittämiseen, niin palvelujen toimittamisessa kuin vaikuttamistyössä. Ulkoisten evaluaatioiden mukaan enemmänkin voitaisiin tehdä kestävästä kapasiteetin vahvistamiseksi, erityisesti vaikuttamistyön kohdalla.

### **Vaikuttavuus**

Arviointi löysi näyttöä konfliktien vähenemisestä, lisääntyneestä osallistumisesta yhteisöjen hallitsemiseen ja kehittämistoimiin sekä kasvaneesta yhteis-

työstä keskinäisen avun ryhmissä, jotka ammentavat pienyrittämisen avulla lisääntyneistä tuloista. Yleisesti ottaen on merkkejä ohjelman aikaan saamista huomattavista vaikutuksista.

## **Kestävyys**

Ilman ulkopuolista rahoitusta Pakolaisavun kumppaneilla ja sidosryhmillä ei ole voimavaroja jatkaa hankkeiden toteuttamista, vaikkakin joillain niistä on hankkeisiin vahva omistajuus. Tässä mielessä kestävyys pakolaishankkeissa saa erilaisen merkityksen kuin muissa kehitysprojekteissa. Hyödynsaajilla sen sijaan on selvä omistajuus ja on luultavaa että se takaa perustettujen pienyritysten jatkumisen, jos nämä ovat taloudellisesti terveitä.

Hankkeiden päättämissuunnitelmia valmistellaan Ugandassa mutta Liberiasa sellaisia ei vielä ole tehty.

## **Koordinaatio, täydentävyys ja johdonmukaisuus**

Pakolaisavun hankkeet Ugandassa ja Liberiassa ovat mukana avunantajien ja hallituksen välisissä koordinaatiojärjestelyissä. Niihin kuuluvat esimerkiksi kuukausittaiset kokoukset ja yhteiset seurantamatkat. Liberiassa Pakolaisavun ohjelma täydentää hallituksen koulutusohjelmia. Johtopäätös on, että koordinaatio ja täydentävyys ovat tyydyttävällä tasolla.

## **Opetukset**


Toiminnallisen luku- ja kirjoitustaidon opettaminen aikuisille voi olla voimakas työkalu yhteiskunnallisessa voimaannuttamisessa. Koulutettavien itsetuottamus vahvistuu ja he voimaantuvat toimimaan käytännön ongelmien ratkaisussa sekä ilmaisemaan itseään.

Kyky lukea ja kirjoittaa voi saada ihmiset ymmärtämään poliittisia ja yhteiskunnallisia oikeuksiaan. Silti yksilöiden voimaannuttaminen ei yksin riitä jos he eivät muutoksentehtäjinä perusta kansalaisjärjestöjä tai liity sellaisiin.

Energisen ja monimuotoisen yhteiskunnan edistäminen on vaikeaa haurauden ja epävakauden oloissa. Suomen kansalaisyhteiskuntia koskeva kehityspoliittikka ei ota huomioon sitä, että suomalaiset kansalaisjärjestöt joutuvat ajoittain työskentelemään sellaisissa olosuhteissa.

## **Evaluoinnin suositukset**

1. Uusia kohdemaita valittaessa Pakolaisavun tulisi ottaa huomioon Suomen kohdistuneen pakolaisvirran kannalta tärkeät maat.
2. Pakolaisavun tulisi päivittää harjoittamansa kehitysyhteistyön viitekehys heijastamaan Suomen kehitysyhteistyölinjauksen tavoitteita kansalaisjärjestöjen osalta.
3. Pakolaisavun tulisi edelleen kehittää seuranta- ja evaluaatio (M&E) -prosessejaan ottamalla PoE (paths of empowerment) menetelmän käyttöön keskeiseksi työvälineeksi kaikissa projekteissa.
4. Pakolaisapu ja sen rahoittajien tulisi allokoida enemmän resursseja evaluaatioprojekteihinsa niiden laadun varmistamiseksi.

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5. Pakolaisavun tulisi tehdä systemaattisesti tutkimusta (käyttäen tracer studies) hyödynsaajien omien tulosarviointien paikkansapitävyyden arvioimiseksi.
  6. Pakolaisavun tulisi kehittää ja toteuttaa strategia kansalaisjärjestökumppaneidensa vaikuttamiskapasiteetin kehittämiseksi.
  7. Pakolaisavun tulisi käydä läpi toimintonsa liittyen niiden kestävyteen ja kehittää yksiselitteinen ja johdonmukainen exit-strategia maille, joissa sitä ei vielä ole (esim. Liberia).



# SAMMANFATTNING

Utvärderingen av Finlands Flyktinghjälps (Finnish Refugee Council, FRC) utvecklingsamarbete är en av de första sex utvärderingarna av de finska civilsamhällesorganisationer (CSO), som får flerårigt, programbaserat stöd.

Syftet med utvärderingen är att ge evidensbaserad information och vägledning för att 1) förbättra resultatbaserad styrning av programmet, och 2) att öka resultaten till följd av det finska stödet till civilsamhället.

FRC är Finlands främsta institution när det gäller flyktingfrågor och tvångsflyttning. De utför en stor mängd kommunikationsaktiviteter, utbildning och opinionsbildning i Finland, liksom i mottagarländerna. FRC genomför projekt i Uganda, Liberia, Sierra Leone, Burma, och under utvärderingsperioden även i Thailand, även om detta nu har stängt ner.

Genom att stärka mottagarnas egenmakt försöker FRC hjälpa dem i tillgången till utbildning, försörjningsmöjligheter och socialt deltagande. För att göra detta arbetar FF med vuxenutbildning för läskunnighet som ett medel att utveckla de färdigheter och kapaciteter som krävs för att stärka målgruppens egenmakt. Med en årlig budget på cirka 2,4 miljoner Euro, bidrar FRC med direkt stöd till 16.500 mottagare och indirekt stöd till 83.000 mottagare i verksamhetsländerna. Aktiviteterna gynnar dock i själva verket en mycket bredare grupp eftersom läskunnighet och försörjningsmöjligheter har konsekvenser för ett antal aspekter av den berörda befolkningens dagliga liv.

Utvärderingen inkluderade en metaanalys av externa utvärderingar samt besök till flyktingläger och hos lokalbefolkningar i Liberia och Uganda. Extra fokus lades på att bekräfta den uppföljningsdata som samlats in av FRC genom gruppintervjuer, djupgående enskilda intervjuer, och analys av annan relevant dokumentation.

## Relevans

FRC:s arbete med flyktingar följer den egna strategin att bidra till stabilitet i utdragna flyktingsituationer. De länder där FRC arbetar i nuläget är inte de länder som förser Europa eller Finland med flest flyktingar för tillfället, eller de länder som uppmärksammas mest hos den finska allmänheten och media. Detta gör det möjligt för FRC att dra uppmärksamhet till "bortglömda" flyktingsituationer, men inte att ge information om de "hotspots" där finländarnas uppmärksamhet är riktad.

FRC har valt att verka inom utbildning och stärkande av vuxna i flyktingsituationer, en begränsad 'nisch' där de lyckats förvärva en gedigen erfarenhet.

Därför dras slutsatsen att programmet är relevant sett ur FRC:s perspektiv. Dock skulle man kunna ha mer inflytande på den offentliga debatten genom ett närmare urval av länder som är knutna till den Europeiska flyktingkrisen.

De externa utvärderingsrapporterna samt studiebesök till Uganda och Liberia visar att projekten motsvarar mottagarnas behov och prioriteringar. Därför dras slutsatsen att programmet är mycket relevant ur ett mottagarperspektiv.

Utvärderingsteamet har funnit stark överensstämmelse med nationell politik i Liberia och Uganda, medan ingen extern utvärdering itu med denna fråga. Därför dras slutsatsen att programmet är relevant även ur denna synvinkel.

FRC-programmet är väl i linje med Finlands utvecklingspolitik för år 2012, i synnerhet när det gäller de prioriterade områdena 'demokrati och öppenhet i samhället' och 'mänsklig utveckling'. FRC:s mål för utvecklingssamarbete återspeglar dock inte Finlands utvecklingspolitik för civilsamhället särskilt väl.

Därför dras slutsatsen att programmet är relevant sett utifrån ett finskt utvecklingspolitiskt perspektiv, trots att de viktigaste målen för Finlands utvecklingspolitik för civilsamhället skulle kunna återspeglas tydligare i målen för FRC:s utvecklingssamarbete.

### **Effektivitet**

Utvärderingen visade att lönekostnaderna är rimliga jämfört med andra icke-statliga organisationer i länderna där FRC arbetar. Med tanke på antalet anställda och den nyckelroll som de mänskliga resurserna spelar i FRC:s projekt, har löner och sammanhängande kostnader hållits under god kontroll.

Enheten för internationellt utvecklingssamarbete vid FRC: s huvudkontor i Finland har tre fast anställda. Att programmet sköts genom en så liten grupp pekar på en hög kostnadseffektivitet på central nivå.

Den enda externa utvärderingen som är relevant för bedömning av kostnadseffektiviteten, pekar på låg kostnadseffektivitet för ett projekt i Sierra Leone. I motsats till detta, fann studiebesök i Liberia och Uganda bevis på hög kostnadseffektivitet. Det ses därför som osannolikt att det i de flesta fall skulle funnits mer kostnadseffektiva alternativ till de metoder som tillämpas i FRC:s projekt.

Programmet leds av FRC:s enhet för internationellt utvecklingssamarbete. UM deltar endast på en strategisk nivå. Fasta representanter för FRC fattar övergripande beslut och bidrar med vägledning. Den implementeringen sköts av projektledare. Baserat på de bevis som finns tillgängliga dras därför slutsatsen att styrningen av programmet är effektiv.

Det har visat sig att uppföljningssystemet fokuserar på aktiviteter och direkta resultat. Långsiktiga resultat och effekter i den övre delen av resultatkedjan har ibland också rapporterats, även om de i dessa fall ofta går förlorade i detaljerna i rapporterna. Uppföljning- och återkopplingssystem håller dock för närvarande på att uppgraderas genom att införa PoE (Path of Empowerment).

FRC har beställt 17 utvärderingsstudier under utvärderingsperioden. Dessa studier är av ojämn kvalitet och även om de ofta hänvisar till DAC:s utvärderingskriterier så är det sällan som de håller sig strikt till dem. Det är därför svårt att hitta systematiska bevis på resultat i dessa studier.

Slutsatsen är därför att M & E-systemet inte har varit effektivt under perioden som utvärderats.

Utvärderingen fann att risker behandlas i FRC:s program och projekt.

FRC-programmet fokuserar mest på rätten till utbildning. Förmågan att läsa och skriva är länkad till så många aspekter av egenmakt (empowerment) att

det kan betraktas som en grund för att åtnjuta de flesta rättigheter. Dessutom betonar programmet rätten till försörjning och rätten till ett värdigt liv. Slutsatsen blir därför att de mänskliga rättigheterna adresseras på ett effektivt sätt.

## Resurseffektivitet

Externa utvärderingar av programresultat är i allmänhet positiva. Även ur ett mottagarperspektiv visade sig projektresultaten vara mycket positiva. Praktikanter fick bättre självförtroende, kunde delta i samhällsfrågor och frågor om hälsa och näring. De flesta som har genomgått affärsutbildning bedriver inkomstgenererande verksamhet.

Utvärderingarna tar dock inte ett systematiskt och kritiskt förhållningssätt i bedömningen av resultat. De försöker inte att kvantifiera andelen praktikanter som tillämpar sina kunskaper för speciella ändamål. Slutsatsen är att det är nödvändigt att göra en mer kritisk och systematisk utvärdering av resultaten och till vilken utsträckning som de bidrar till projektmålen.

Resultaten från fältstudier visar att FRC-programmet är känsligt för övergripande frågor och att det bidrar avsevärt till övergripande mål: att minska ojämlikhet genom att stärka egenmakten hos flyktingar, inklusive särskilt utsatta grupper som äldre, blinda och döva. Aktiviteter som inkluderar gruppers syn på miljöhygien ingår i läroplanen för att skapa medvetenhet och främja god miljövard. Genusfrågor är en del av kursläroplanen och antalet män och kvinnor som deltar i utbildningarna är jämt fördelade. Klimatfrågor är integrerade i kurserna, där grupper undervisas i vikten av att skydda miljön och plantera träd.

I Uganda tillåts inte nationella CSO att arbeta med flyktingar, så FRC har fått ansvara för den direkta implementeringen. I Liberia fann man att en avsevärd ansträngning hade gjorts för att utveckla kapaciteten hos partners att tillhandahålla tjänster liksom genomförandet av opinionsbildning. Externa utvärderingar visar att mer kan göras för att utveckla kapacitet som är hållbar i längden, särskilt kapaciteten för opinionsbildning.

## Effekter på lång sikt

Utvärderingen har funnit tecken på långsiktiga programeffekter i form av minskade konflikter, ökat deltagande i samhällsstyrning och utvecklingsaktiviteter; och ökat samarbete, i synnerhet genom att arbeta i grupper för ömsesidigt stöd; och socioekonomisk utveckling på grund av ökade inkomster från småföretag. Slutsatsen är att det finns tecken på viktiga långsiktiga effekter kopplade till programmet.

## Hållbarhet

Ingen av partnerorganisationerna eller andra aktörer har resurser att fortsätta implementeringen utan extern finansiering trots det faktum att en del av dem har starkt ägarskap. I detta avseende skiljer sig 'hållbarhet' av flyktingorienterade projekt åt från 'hållbarhet' av utvecklingsinsatser. På mottagnivån finns ett tydligt ägarskap och det är sannolikt att detta kommer att säkerställa en fortsättning av de små företag som är etablerade, om de är finansiellt hållbara.

Utfasningsstrategier håller på att utarbetas i Uganda, men i Liberia har man ännu inte upprättat någon sådan strategi.

### **Samordning, komplementaritet och samstämmighet**

Projekten i Uganda och Liberia deltar i samordningsmekanismerna mellan utvecklingspartners och regeringar. Sådana samordningsmekanismer inkluderar månatliga möten, gemensamma besökskontroll etc. FRC-programmet i Liberia komplementerar det statliga utbildningsprogrammet. Slutsatsen är att samordning och komplementaritet av programmet är tillfredsställande.

### **Lärdomar**

Det har visat sig att undervisningen av funktionell läskunnighet bland vuxna kan vara ett kraftfullt verktyg för social delaktighet. Eleverna får ökat självförtroende och stärks i att vidta åtgärder för att lösa praktiska problem samt att uttrycka sig själva.

Även om läs- och skrivkunnighet kan få folk att förstå sina politiska och sociala rättigheter är stärkandet av individer inte tillräcklig för att de ska kunna hävda sina rättigheter eftersom de inte har kunnat etablera eller ansluta sig till CSO som arbetar för förändring.

Att bidra till ett levande och pluralistiskt civilsamhälle är svårt i situationer av varierande bräcklighet och instabilitet. Finlands politik för stöd till det civila samhället tar inte hänsyn till det faktum att finska CSO ibland arbetar i sådana instabila situationer.

### **Rekommendationer**

1. I framtiden, när nya verksamhetsländer väljs bör FRC överväga att välja ett eller flera länder av betydelse för flödet av flyktingar till Finland.
2. FRC bör uppdatera sitt ramverk för utvecklingssamarbete i syfte att tydligt återspegla de viktigaste målen för Finlands utvecklingspolitik för civilsamhället.
3. FRC bör fortsätta att förbättra uppföljning och utvärdering genom att göra PoE (paths of empowerment) ett verktyg för alla projekt.
4. FRC och dess givare bör avsätta mer resurser för utvärderingar för att säkerställa att dessa är av god kvalitet.
5. FRC bör genomföra systematiska studier (till exempel spårstudier) inriktade på att bedöma giltigheten av stödmottagarnas bedömning av resultat.
6. FRC bör utveckla och genomföra en strategi för utveckling av CSO partners kapacitet för opinionsbildning.
7. FRC bör se över sin verksamhet som rör hållbarhet och utveckla distinkta och sammanhängande exitstrategier för länder som Liberia där tydliga exitstrategier har ännu inte utvecklats.

# SUMMARY

The evaluation of development cooperation programme of Finnish Refugee Council (FRC) is one of the first six evaluations on Finnish Civil Society Organizations (CSOs) receiving multiannual programme-based support.

The purpose of the evaluation is to provide evidence-based information and guidance on how to 1) improve the results-based management approach of the programme-based support to Civil Society, and 2) enhance the achievement of results from Finnish support to civil society.

FRC is Finland's foremost agency dealing with refugees and issues of forced displacement. It carries out a sizeable amount of communication, development education and advocacy in Finland, as well as in target countries. FRC implements projects in Uganda, Liberia, Sierra Leone, Myanmar, and during the evaluation period also in Thailand, although this is now closed.

Through empowerment FRC seeks to assist its beneficiaries to access opportunities with regards to education, livelihoods and social participation. To do this it develops skills and capacities needed to empower the target group, which is done through adult literacy education. With an annual budget of about 2.4 million €, FRC manages to reach 16,500 direct and 83,000 indirect beneficiaries across all its countries of operation. The activities benefit a much wider group, however, as literacy and livelihoods skills have consequences for a number of aspects of everyday life for the populations concerned.

The evaluation included meta-analysis of external evaluations as well as visits to refugee camps and local populations in Liberia and in Uganda. Careful attention was given to validating the extensive monitoring data collected by FRC by conducting group interviews and in-depth individual interviews, and analysing other documentary evidence.

## Relevance

FRC works in line with its own strategy with refugees to contribute to stability in protracted refugee situations. The countries where FRC presently works are not major sources of refugees for Europe or for Finland or where the attention of the Finnish public and media are focussed. This enables FRC to provide a broad picture of calling attention to 'forgotten' refugee situations but not to provide information on the 'hotspots' where the attention of the Finnish public is focussed.

FRC has chosen to operate within a limited 'sectoral niche' defined by education and empowerment of adults in refugee situations where it now has acquired a solid experience.

It is therefore concluded that the programme is relevant seen from FRCs's perspective. However, selection of countries linked more closely to the European refugee crisis might provide a better basis for influencing the public debate.

The external evaluation reports as well as the field visits to Uganda and Liberia find that the projects respond to the needs and priorities of beneficiaries. It is therefore concluded that the programme is highly relevant from the perspective of the beneficiaries.

The team has found strong coherence with national policies in Liberia and Uganda, while no external evaluation address this issue. It is therefore concluded that programme is relevant from this perspective as well.

The FRC programme is well aligned with the Finnish Development Policy of 2012, in particular with the priority areas of democratic and accountable society and human development. However, the key objectives of Finland's Civil Society Development Policy are not clearly reflected in the objectives for FRC's development cooperation.

It is therefore concluded that the programme is relevant seen from the perspective of Finnish development policy although the key objectives of Finland's Civil Society Development Policy could be more clearly reflected in the objectives for FRC's development cooperation.

### **Efficiency**

The team has found that salary costs are at a reasonable level compared to other NGOs in the countries of operation. Considering the number of persons employed and the key role the human resources play in FRC projects, the salary and related costs have been kept well under control.

The unit for international development cooperation at FRC's headquarters in Finland has a permanent staff of three. Managing the programme with such a small team indicates a high cost-efficiency at headquarters level.

The only external evaluation with findings relevant for assessing cost-efficiency, indicate low cost efficiency for a project in Sierra Leone. In contrast to this, the field visits to Liberia and Uganda found evidence of high cost-efficiency. It is therefore concluded that it is in most cases unlikely that there would have been more cost-efficient alternatives to the approaches applied in FRC projects.

The programme is managed by FRC's unit for international development cooperation. MFA is involved at the strategic level only. Resident representatives of FRC take overall decisions and provide guidance. Operational management is undertaken by project managers. The available evidence indicate that management is efficient.

It has been found that the monitoring system is focused on activities and outputs. Results at the higher end of the results chain (outcomes and impact) have sometimes been reported as well, though such cases are often lost in the middle of the details of the reports. However, the M&E system is currently being upgraded by introducing PoE.

FRC has commissioned 17 evaluative studies in the evaluation period. These studies are of an uneven quality and although they often refer to DAC evaluation criteria they seldom adhere strictly to them. It is therefore difficult to find systematic evidence of results in these studies.

It is therefore concluded that the M&E system has not been efficient in the evaluation period.

The evaluation has found that risks are addressed in FRC programme and projects.

The FRC programme focuses most on the right to education. The ability to read and write is connecting to so many aspects of empowerment that it can be considered a platform for the enjoyment of most rights. In addition, the programme emphasizes the right to earn a living, and the right to life with dignity. It is therefore concluded that human rights are addressed efficiently

### **Effectiveness**

External evaluations dealing with outcomes generally assess them positively. The team also found that project outcomes were very positive seen from the perspective of the beneficiaries. Trainees got better self-esteem, were able to participate in community matters and improved their health and nutrition. Most who have undergone business training are engaged in income generating activities.

However, the evaluative studies do not take a systematic critical approach for assessing outcomes. They do not attempt to quantify the share of trainees who apply their skills for certain purposes. It is concluded that it is necessary to make a more critical and systematic assessment of the outcomes and how far they contribute to project objectives.

Findings from the field studies indicate that the FRC programme is sensitive to and contributes considerably to cross-cutting objectives: reducing inequality by empowering refugees including special vulnerable groups like aged, blind and deaf. Community observation activities on environmental hygiene are included in the curriculum to create awareness and encourage good environmental practise. Gender issue are part of the curriculum of training courses and the number of men and women trained are balanced. Climate sustainability is integrated in the training courses, where groups learn about the importance of environmental protection and plant trees.

In Uganda national CSOs are not allowed to work with refugees, so FRC has had to implement directly. In Liberia it was found that a considerable effort had been made to develop capacity of the implementing partner for service provision as well as for advocacy. External evaluations indicate that more could be done for developing sustainable capacity, especially capacity for advocacy.

### **Impact**

The evaluation has found indications of reduction of conflicts, increased participation in community governance and development activities; and increased collaboration especially by working in groups for mutual support and socio-economic development due to increased incomes from small businesses. It is concluded that there are signs of important impacts due to the programme.

### **Sustainability**

None of the partners or other stakeholders have the resources to continue implementation without external funding despite of the fact that some of them

have strong sense ownership. In this sense the concept of sustainability in refugee-oriented projects is different from development interventions. At the level of beneficiaries there is clear ownership and it is likely that this will ensure the continuation of the small businesses established, if they are financially viable.

Exit plans are under preparation in Uganda, however, in Liberia an exit plan has not yet been prepared.

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

The projects in Uganda and Liberia participate in the mechanisms for coordination between development partners and the governments like monthly meetings and joint monitoring visits etc. The FRC programme in Liberia is complementary in relation to government education programmes. It is concluded that the level of coordination and complementarity is satisfactory.

### **Lessons learnt**

It has been learnt that the teaching of functional adult literacy can be a powerful tool for social empowerment. Learners get increased confidence in themselves and are empowered to take action to solve practical problems as well as to express themselves.

The ability to read and write can also make people understand their political and social rights, however, empowering individuals is not sufficient to enable learners to claim their rights because they have been unable to establish or join CSOs acting as agent of change.

Contributing to a vibrant and pluralistic civil society is difficult in situations of varying fragility and instability. Finland's policy for support to civil society does not take account of the fact that Finnish CSOs sometimes work in fragile and instable situations.

### **Recommendations**

1. When selecting new countries of operation, FRC should consider one or more countries of importance with regard to increased flow of refugees to Finland.
2. FRC should update its programme framework for development cooperation to clearly reflect the key objectives of Finland's Civil Society Development Policy.
3. FRC should continue to improve M&E by making PoE (paths of empowerment) an integral tool for all projects.
4. FRC and its donors should allocate more resources for evaluation studies to ensure that these are of good quality.
5. FRC should undertake systematic studies (such as tracer studies) focussed on assessing the validity of the beneficiaries' defined outcomes.
6. FRC should develop and implement a strategy for developing CSO partners' capacity for advocacy.
7. FRC should review its current activities relating to sustainability and develop explicit and coherent exit strategies for the countries still without such strategies, such as Liberia.



# KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Finding	Conclusion	Recommendation
<b>Relevance</b>		
<p>The countries where FRC presently works are not major sources of refugees for Europe or for Finland or where the attention of the Finnish public and media are focussed. This enables FRC to provide a broad picture o calling attention to 'forgotten' refugee situations but not to provide information on the 'hotspots' where the attention of the Finnish public is focussed</p>	<p>The programme is relevant seen from FRCs's perspective. However, selection of countries linked more closely to the European refugee crisis might provide a better basis for influencing the public debate.</p>	<p><b>Recommendation 1:</b> When selecting new countries of operation, FRC should consider one or more countries of importance with regard to increased flow of refugees to Finland.</p>
<p>The programme responds to the needs as well as the rights of the target group.</p> <p>It has a strong coherence with national policies in both Liberia and Uganda.</p> <p>It is based on Finland's Development Policy of 2012, which stressed the importance of human rights.</p> <p>However, the key objectives of Finland's Civil Society Development Policy are not clearly reflected in the objectives for FRC's development cooperation.</p>	<p>The programme is highly relevant although the key objectives of Finland's Civil Society Development Policy could be more clearly reflected in the objectives for FRC's development cooperation.</p>	<p><b>Recommendation 2:</b> FRC should update its programme framework for development cooperation to clearly reflect the key objectives of Finland's Civil Society Development Policy.</p>
<b>Efficiency</b>		
<p>Costs have been kept well under control.</p> <p>The programme is managed by FRC's unit for international development cooperation. MFA is involved at the strategic level only.</p> <p>Resident representatives of FRC take overall decisions and provide guidance.</p> <p>Operational management is undertaken by project managers.</p>	<p>Available evidence indicate management is efficient</p>	

Finding	Conclusion	Recommendation
<p>It has been found that the monitoring system is focused on activities and outputs. Results at the higher end of the results chain (outcomes and impact) have sometimes been reported as well though such cases, are often lost in the middle of the abundant details of the reports. However, the M&amp;E system is currently being upgraded by introducing PoE.</p> <p>FRC has commissioned 17 evaluative studies in the evaluation period. These studies are of an uneven quality and although they often refer to DAC evaluation criteria they seldom adhere strictly to them. It is therefore difficult to find systematic evidence of results in these studies.</p>	<p>The M&amp;E system has not been efficient in the evaluation period.</p>	<p><b>Recommendation 3:</b> FRC should continue to improve M&amp;E by making PoE (<i>paths of empowerment</i>) an integral tool for all projects.</p> <p><b>Recommendation 4:</b> FRC and its donors should allocate more resources for evaluation studies to ensure that these are of good quality.</p>
<b>Effectiveness</b>		
<p>Outcomes are positively assessed by beneficiaries.</p> <p>However, the programme does not take a sufficiently systematic and critical approach for assessing outcomes.</p>	<p>It is necessary to make a more critical and systematic assessment of the outcomes and how far they contribute to project objectives.</p>	<p><b>Recommendation 5:</b> FRC should undertake systematic studies (such as tracer studies) focussed on assessing the validity of the beneficiaries' defined outcomes.</p>
<p>FRC has made a considerable effort to capacitate CSO partners for service provision as well as for advocacy. However, external evaluations indicate that in some cases sustainable capacity has not been developed and that in some cases capacity for advocacy is not developed.</p>	<p>More could be done for developing sustainable capacity, especially capacity for advocacy.</p>	<p><b>Recommendation 6:</b> FRC should develop and implement a strategy for developing CSO partners' capacity for advocacy.</p>
<b>Impact</b>		
<p>There are indications of reduction of conflicts, increased participation in community governance and development activities; and increased collaboration especially by working in groups for mutual support, and socio-economic development due to increased incomes from small businesses.</p>	<p>There are signs of important impacts due to the programme.</p>	
<b>Sustainability</b>		
<p>None of the partners or other stakeholders have the resources to continue implementation without external funding despite of the fact that some of them have strong ownership.</p> <p>At the level of beneficiaries there is clear ownership and it is the assessment that this will ensure the continuation of the small businesses established.</p> <p>Exit plans are under preparation in Uganda, however, in Liberia an exit plan has not yet been prepared.</p>	<p>The sustainability of the programme is satisfactory.</p>	<p><b>Recommendation 7:</b> FRC should review its current activities relating to sustainability and develop explicit and coherent exit strategies for the countries still without such strategies, such as Liberia.</p>

Finding	Conclusion	Recommendation
<b>Complementarity, Coordination and Coherence</b>		
<p>The projects in Uganda and Liberia participate in the mechanisms for coordination between development partners and the governments like monthly meetings and joint monitoring visits etc.</p> <p>The FRC programme in Liberia is complementary in relation to government education programmes.</p>	<p>The level of coordination and complementarity is satisfactory.</p>	

# 1 INTRODUCTION

## 1.1 The evaluation's rationale and objectives

The Ministry for Foreign Affairs of Finland (MFA) commissioned a series of evaluations of Finnish Civil Society Organizations (CSOs) receiving multiannual programme-based support. The evaluation of Finnish Refugee Council (FRC) is part of the first evaluations of CSOs receiving support from the Government of Finland. The other five CSOs evaluated are Crisis Management Initiative, Finnish Evangelical Lutheran Mission, Fairtrade Finland, Taksvärkki and World Wide Fund for Nature Finland.

Since 2013, 22 Finnish CSOs have received programme-based support scheme from MFA. This multiyear programme-support provides funding for an activity or project, and involves restricted application rounds.

The Terms of Reference and subsequent evaluation matrix with evaluation questions for the assignment are presented in Annexes 1 and 2, respectively. The purpose of the evaluation is to provide evidence-based information and guidance for the next update of the Guidelines for Civil Society in Development Policy as well as for the programme-based modality on how to:

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

The objectives of the evaluation are:

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

The overall evaluation includes two components:

- **Component 1** collects data on the results of the programmes of the six organizations selected and assesses their value and merit to different stakeholders. This report pertains to Component 1.

- **Component 2** assesses the functioning of the RBM mechanisms of each organization receiving programme-based support including the link between the RBM and achieving results.

Seven reports are published: one for each of the six CSO cooperation programmes evaluated plus a synthesis report, which also includes the results from Component 2.

The evaluation covers FRC's programme for international development cooperation, through the support provided by the Programme Support funding from the MFA.

## 1.2 Approach and methodology

The evaluation has collected and analysed data at different levels. Firstly, documents on the total project portfolio have collected from FRC and MFA have been studied. These documents include financial data, descriptions of project objectives and target groups and information on the geographical location of the projects. Based on this a descriptive analysis of the whole project portfolio has been made. However, these data do not provide independent and objective evidence on the results of the programme as required by the ToR. This evaluation therefore includes a second level: a meta-analysis of the results of the CSO programmes based on the 17 external evaluation reports commissioned by FRC during the current evaluation period. However, these studies are of an uneven quality and in many cases provide little evidence of results. Although in most cases they use DAC criteria as headings; few of the studies apply the criteria in their analysis.

Many of the studies have conceptual and methodological problems and do not address key parameters. For example, the Kyangwali MTR report from Uganda appears to be a copy of the evaluation report done by same evaluators on the Kyaka II project: as all the recommendations and most of the texts are identical in the two reports (Mubarak, B. & Nkamuhebwa, W. (2015a) and Mubarak, B. & Nkamuhebwa, W. (2015b)).

It is often difficult to find systematic evidence of results above output level in these studies. Most reports on training intervention, for example, state that some of the trainees apply what they learn. However, the proportion of the persons trained who apply what they learn is not assessed. Furthermore, the reports rarely state exactly what the trainees apply, for what purpose and what changes this is leading to. The team did not encounter a single systematic study of outcomes such as a tracer study (a study tracing trainees sometime after they have completed their training). However, FRC has informed the team that it is currently undertaking a tracer study in Liberia.

Despite these shortcomings, FRC has been able to learn from these studies, which have provided interesting findings. The critical study conducted in Sierra Leone by Seppänen (2011) contributed to FRC redefining its approach to vocational training.

Thus, this evaluation's assessment of results depends to a very large degree on data collected and verified by the team at the third level: field studies of a sam-

ple of projects under the FRC programme; which is divided into three separate sub-programmes:

- Uganda's refugee programme;
- West Africa's programme of social integration in Liberia and Sierra Leone; and
- Livelihood support programme in the Mekong area: currently only in Myanmar but during the evaluation period also in Thailand.

In addition, global education and communication activities in Finland are funded by MFA's programme-based support to FRC.

The current evaluation selected two countries for field visits: Uganda, which was accessible for the evaluator who was also doing fieldwork in Tanzania; and Liberia, as the West African region had not been selected for field studies of other CSO programmes. In Liberia the evaluation selected the Adult Education Project, FRC's other project in the country is a non-typical emergency intervention, 'Ebola dialogue initiative'. In Uganda the evaluation selected two typical projects, Kyangwali Refugee Settlement in Hoima District, Mid-Western Uganda, and Nakivale in Southern Uganda.<sup>1</sup>

In Liberia the team visited refugee camps and villages in Bong and Nimba Counties, as well as partner agencies and the Ministry of Education, in Monrovia. The sampling of the activities was partly based on the principle of accessing a large number of beneficiaries by taking time to ensure a climate of trust and understanding of the goals of the evaluation. In Liberia logistics were a significant consideration, due to the remoteness of the locations. It was decided to visit areas with the largest numbers of beneficiaries and a combination of Ivorian refugee groups and Liberian communities.

The team triangulated its findings from the field studies by using documentary evidence including reports, monitoring data, work plans and technical reports as well as interviews with different groups of beneficiaries and other stakeholders. A total of 52 interviews (with individuals or groups) were conducted.

People who were trained or benefitted in other ways from a project often described the project in positive terms. However, the team asked them to describe how they used what they had had learned and took care to check the consistency of the response. As a rule, the interviews were done without the FRC staff. In a few cases the presence of FRC person staff was not considered to have created a bias in the exchange of information

The team met a range of other stakeholders including government representatives, staff of development partners and community members not benefitting from the programme who, in addition to providing specific information pertaining to their own fields, in some cases were also able to verify and assess some of the results of the programme.

During the inception phase an evaluation matrix with specific evaluation questions was prepared (Annex 2). The matrix served as a guide for the document review, observations and for the interviews conducted during the field studies.

<sup>1</sup> Criteria for selection of projects for the field survey are described in the synthesis report.

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Responses from interviewees were recorded in the field and were referenced to the specific evaluation questions of the matrix.

In addition to the mechanisms for the triangulation of the findings described above the overall findings from the field studies were verified in a workshop held with the implementing partners at the end of each country visit and at a similar workshop with FRC in Helsinki on 25<sup>th</sup> May.

This evaluation of FRC's development cooperation programme was carried out from December 2015 to June 2016. The field visit to Uganda took place from 13<sup>th</sup> to 25<sup>th</sup> March 2016. The field visit to Liberia took place from 11<sup>th</sup> to 21<sup>st</sup> May 2016.

During the inception phase, meetings and a workshop were organized at the MFA (the Evaluation Unit and the Civil Society Unit including the FRC desk officer) and with FRC staff. The list of people interviewed during the evaluation is provided in Annex 3. The reviewed documents (Annex 4) include FRC programme plans, logframe, technical and financial reports, audit reports, CSO partner work-plans, annual plans, technical and financial reports, MFA/FRC annual consultation minutes and other guiding documents.

The most important limitation to the current evaluation is that the external evaluation reports commissioned by FRC contain limited credible information relating to the results of FRC's programme. Due to this, the current evaluation is to a large extent based on the evaluation team's own field studies of projects in Uganda and Liberia.

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

### 2.1 Finland's policy for support to civil society

The MFA Guidelines for Civil Society in Development Policy define the overall development cooperation objective of Finland's support to civil society as: 'A vibrant and pluralistic civil society based on the rule of law, whose activities support and promote the achievement of development goals and enhanced human well-being.' (MFA 2010)

This objective is in line with and supportive of the human rights-based approach to development (HRBA) which underpins Finland's development policy and cooperation. Within the HRBA the most important task of civil society is to empower citizens to claim their rights, influence public decision-making and to take responsibility for their own lives. The immediate target of development cooperation in the HRBA is CSOs acting as agents of change (MFA 2013).

The Civil Society in Development Policy stress that Finland's civil society objective can be achieved in two ways: capacity development of CSOs in the targeted countries and the creation of a supportive environment for civil society activities. Civil society is seen as having two basic functions: firstly, advocacy that focuses on political decision-makers, governance and public opinion, making the voice of citizens heard and strengthening their participation; and, secondly, the provision of services where the state lacks adequate capacity (MFA 2015).

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

The aim of the partnerships between the MFA and Finnish CSOs is to strengthen the position of civil society and individual actors as channels of independent non-state activity in both Finland and developing countries (MFA 2010: 10-11). Other objectives are to boost global solidarity, empower locals to exercise influence, and improve cooperation and interaction between the public authorities and civil society actors (MAF 2010: 12). The central role of the partners is therefore to strengthen civil society in developing countries, regardless

**The aim of the partnerships between the MFA and Finnish CSOs is to strengthen the position of civil society and individual actors as channels of independent non-state activity.**



of their organisational mission, sectoral expertise, forms of work, countries of operation and specific stakeholders.

## 2.2 Finnish Refugee Council's programme in relation to the international refugee situation

FRC is a non-governmental organisation specialised in international refugee work with the mission to improve the basic rights of refugees and returnees. It could have chosen to work only with refugees in Finland. However, it has chosen to work with refugees in the developing world as well in order to link the issues. In Finland public attention is currently focussed on the 'refugee crisis' in Europe and specifically on the increased number of people seeking asylum in Finland. However, a key aim of FRC is to refocus media attention from national immigration and refugee issues to a discussion on the situation in developing countries, where most of the world's refugees live. Two decades ago, developing countries were hosting about 70% of the world's refugees. By the end of 2014, this proportion had risen to 86% (UNHCR 2015 p. 15).

Through its work FRC builds knowledge of both national and international refugee issues in order to establish a credible basis for communications about these issues.

Refugee issues are likely to remain high on the public agenda as the number of forcibly displaced persons, including refugees, is currently increasing rapidly. By the end of 2015, the number of forcibly displaced persons reached 65.3 million worldwide; a 54% increase since 2011. By the end of 2015, there were 21.3 million refugees worldwide, which means that one third of the displaced persons had left their home country (UNHCR 2016). Statistics from the Norwegian Refugee Council show that there were 8.6 million new displacements associated with conflict and violence in 2015, leading to the highest number of displaced persons ever recorded (Norwegian Refugee Council 2016).

In 2014, the country hosting the largest number of refugees was Turkey, with 1.6 million, followed by Pakistan, with 1.5 million, and Lebanon with 1.2 million. Only one of FRC's countries was among the top ten: Uganda was ninth (UNHCR 2015 p. 12).

By the end of 2014, Syria had become the world's top source country for refugees, overtaking Afghanistan which had held this position for more than three decades. Today, on average, almost one out of every four refugees is Syrian, with 95% located in surrounding countries (UNHCR 2015 pp. 13-14). FRC's projects do not relate to any of these countries which also are major producers of refugees coming to Europe. FRC's project in Uganda relate to the Democratic Republic of Congo, which is sixth on the list and Myanmar which is seventh (UNHCR 2015 p. 14)

When comparing the number of refugees per 1000 inhabitants, Lebanon and Jordan are first and second. Developed countries come further down the list: none of FRC's countries are in the top ten (UNHCR 2015 p. 15).

When the size of the national economy is taken into account the developing countries are clearly making the largest contribution to hosting refugees. On

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the basis of purchasing power parity the countries with the largest contribution are Ethiopia, Pakistan and Chad. Uganda, the only FRC country in the top ten, is fourth (UNHCR 2015 p. 15).

UNHCR's information on the global refugee situation shows that the refugee problem is growing rapidly, and indicates that public interest in refugee issues will continue. However, FRC has no presence in or around the 'hot spots' where most refugees come from or are hosted: none of the countries where FRC is working are major sources of refugees for Europe in general or Finland in particular. Rather FRC is operating in countries where the Finnish public and media pay little attention to refugee issues.

# 3 THE FINNISH REFUGEE COUNCIL PROGRAMME AND ITS THEORY OF CHANGE

## 3.1 The Finnish Refugee Council Development Cooperation Programme

FRC joined the programme-based support with a number of other new CSOs in 2014. Before 2014, FRC benefitted from MFA support allocated on a project basis.

The objectives of the programme were reformulated in 2014. Originally the goal of the programme was increased equality and participation as well as better realisation of human rights in selected areas of operation and target groups.

The objectives of the programme are:

1. Target group's ability to influence the realisation of its basic rights and to prevent violent conflicts is enhanced;
2. Non-discrimination and equality have increased in target communities;
3. Poverty is reduced among the target group through improved capabilities to control their own lives and increase in skills.

The programme includes communication, development education and advocacy in Finland as well as in the target countries. In Finland, FRC's communication is aimed at the general public as well as at specific groups such as politicians, officials, journalists and teachers. A key aim is to refocus media attention from the national immigration and refugee discussion to the developing countries. FRC has provided development education around refugee and immigration themes over a long period. Part of FRC's advocacy is conducted in cooperation with local umbrella organizations and other NGOs.

In 2014 FRC reformulated the intervention logic of its development cooperation programme. The overall objective was defined as: To contribute to fulfilment of fundamental rights, freedoms and potentials among the most vulnerable refugees, internally displaced persons (IDPs), and hosting communities. The specific result was defined as a results chain rather than an objective/result: Through an empowerment process beneficiaries have access to opportunities with regards to education, livelihoods and social participation. It is the assessment of the team that access to opportunities with regards to education, livelihoods and social participation is the specific objective hidden in the results chain described by FRC. The 'empowerment process' of the original specific

result described by FRC should be seen as a summary description three components of the three components of the programme: A) Adult education and life skills towards self-confidence and individuals' capacity development; B: Livelihoods for adults, and the youth towards self-reliance; and C: Capacity development towards stronger social cohesion. FRC's reconstructed intervention logic, which the team finds credible, is presented in Table 1.

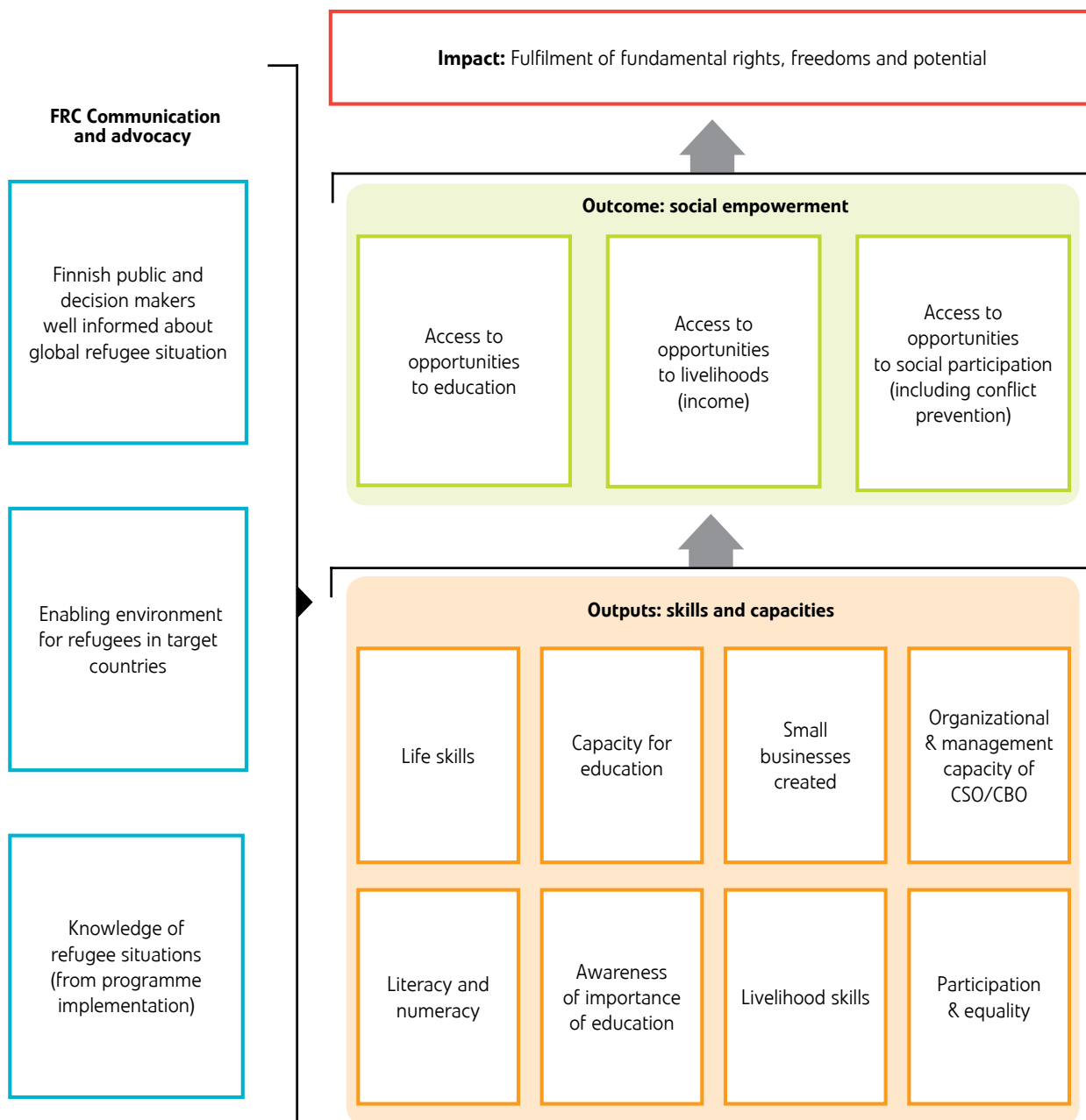
**Table 1: Reconstructed intervention logic of FRC's development cooperation programme**

<b>Overall objective:</b>
<b>Fulfilment of fundamental rights, freedoms and potentials among the most vulnerable refugees, IDPs, and hosting communities in conflict-prone areas in Africa (Great Lakes/ West Africa) and Mekong Regions.</b>
<i>Specific objective:</i>
Beneficiaries have access to opportunities with regards to education, livelihoods, and social participation
<b>Component A: Adult education and life skills towards self-confidence and individuals' capacity development</b>
A1: Adult Literacy /functional literacy (including other languages than mother tongue such as English or Burmese) skills improved among target beneficiaries
A2: Life skills strengthened among targeted beneficiaries
A3: Capacity of peer educators and community facilitators enhanced
A4: Awareness on education raised
<b>Component B: Livelihoods for adults, and the youth towards self-reliance</b>
B1: Beneficiaries' livelihood skills and self-confidence improved as a result of training delivered.
B2: The establishment of small business and IGAs promoted and facilitated
<b>Component C: Capacity development towards stronger social cohesion</b>
C1: Participation and equality increased in the target communities
C2: Enhanced organisational and management capacity, and leadership of targeted CSOs /CBOs

### 3.2 Finnish Refugee Councils' Theory of Change

Based on an analysis of FRC's programme documentation and on a dialogue with FRC staff in the inception phase the team has identified the ToC of FRC's development cooperation programme, which includes FRC communication and advocacy. This ToC is presented graphically in Figure 1:

**Figure 1: Theory of change of FRC Programme**



The team has identified the following main assumptions for the ToC:

1. Lack of basic education and life skills are the main drivers of vulnerability and poverty among refugees.
2. Basic education and practical skills training lead to positive changes in attitudes, self-confidence, and behaviours of refugees.
3. Education and training will enhance refugees' access to markets, economic resources and to the services necessary to improve livelihoods.
4. Practical learning is best achieved in group settings on the basis of mutual interest and equal participation.

**A key result area in virtually all the FRC partner countries.**

### 3.3 Description of projects implemented by Finnish Refugee Council

The FRC programme covers five countries, namely Liberia, Myanmar, Sierra Leone, Thailand, and Uganda. In each country there are several FRC projects, implemented either directly by FRC or by local partner organisations with FRC support. In addition, there have been two projects implemented in Finland focusing on communication on refugee issues. The number of projects and their sectors are in Table 2.

**Table 2:** The number of FRC projects in 2010-2015, and the main result areas.

Country / Theme	Number of projects	Sectors
Liberia	2	Adult education, CSO capacity building
Myanmar	1	Vocational education
Sierra Leone	2	Adult education, vocational training, CSO capacity training
Thailand	1	Adult education, CSO capacity building
Uganda	5	Adult education, Livelihoods, Capacity building
Communication in Finland and Global Education	2	Communication on refugee issues

Source: FRC, Annual Reports

FRC activities implemented in Finland consist of two lines of action: firstly, communication, through FRC web site, conventional media and social media, aims at informing the public about FRC’s work, achievements, challenges, and issues. FRC published *Pakolainen* magazine, until it was terminated due to budgetary constraints in 2015.

Secondly, global education with the objective of increasing public awareness on issues related to refugees and immigrants: drawing on media, FRC web pages, and public events, as well as *Pakolainen* magazine (until 2015). A key target group consists of young Finns, between 14 and 20 years of age, who are reached through school visits and social media. A specific group are journalists, for whom workshops are organised. In 2016 the instruments include student-to-student learning method, school visits, and journalist education. Over the evaluation period many other campaigns and projects were implemented including, in 2015, “Youth to the world” and the parliamentary election campaign which informed candidates and organised panels on refugee and migration issues.

Adult education which was first started in Uganda and Liberia in late 1990s, is a key result area in virtually all the FRC partner countries. In the needs assessment coordinated by UNHCR in Northern Uganda at that time, adult education for refugees emerged as an important theme, on which no partner was yet delivering services. FRC has developed its own capacities over the years. In Liberia, the earliest projects concentrated on rural development but gradually adult education has become the main result area.

The total development cooperation budget was € 3,257,627 in 2015, out of which 2,097,331 or 64% consisted of projects in the five partner countries. The number of FRC staff including the domestic programme was 117 at the end of 2014: with 35 working in Finland and 82 overseas. The latter group consisted of four expatriates and 78 locally employed people. Three of the employees in Finland and all the employees overseas work for the development cooperation programme.

Table 3 summarizes the number of beneficiaries of the FRC projects during the evaluation period 2010-2015. Final beneficiaries include individual refugees who have participated in various project activities. According to FRC figures, they were almost 80,000. Intermediate beneficiaries are facilitators, instructors, professionals, and equivalent who work for the final beneficiaries with FRC support. Approximately 3,300 people belong to this group.

The beneficiaries of the communication activities and global education are mainly in Finland. Their number is difficult to estimate, but available FRC data indicates about 320,000 direct beneficiaries and 3,400 indirect ones. The former group includes members of the general public reached through school visits, events, and media. The indirect beneficiaries are mainly journalists and media professionals.

The size of both beneficiary groups evidently reflects the duration and volume of the programme in a country. Uganda with five projects and activities starting in 1997 is clearly the largest partner country in the FRC programme. More than half of the accumulated final beneficiaries are in Uganda. The programme in Myanmar only started in 2015 and its activities have not yet reached a significant number of people.

**Table 3: Beneficiaries of the FRC projects 2010-2015 (FB = final beneficiaries, IB = intermediate beneficiaries).**

	2010		2011		2012		2013		2014		2015		Total	
	FB	IB	FB	IB	FB	IB	FB	IB	FB	IB	FB	IB	FB	IB
<b>Uganda</b>														
<b>Nakivale</b>	1,500	48	834	50	1,987	24	4,347	45	3,633	41	2,118	83	14,419	291
<b>Kampala</b>							2,076	118	3,708	35	2,766	49	8,550	202
<b>Kyaka</b>	931	86	708	76	621	50	1,000	52	1,442	56	1,727	89	6,429	409
<b>Kyangwali</b>	914	82	1,300	65	994	117	462	20	2,204	54	2,381	65	8,255	403
<b>Adjumani</b>											2,070	70		
<b>Liberia</b>	2,530	57	5,050	155	5,100	100	1,500	37	919	80	3,565	141	18,664	570
<b>Sierra Leone</b>														
<b>Adult Education</b>	6,223	80	3,951	120	1,225	108	1,300	234	2,006	144	1,168	100	15,873	786
<b>Youth Training</b>	427	40	800	177	1,000	6	142	11	400	40	232	11	3,001	285
<b>Myanmar</b>											99	0		
<b>Thailand</b>		12	671	63	969	195	149	30	1,241	29	0	0	3,030	329
<b>Total Partner Countries</b>	12,525	405	13,314	706	11,896	600	10,976	547	15,553	479	16,126	608	78,221	3,275
<b>Communication &amp; Global Education</b>	1,000	300	6,500	100	40,000	61	85,000	232	77,000	1,083	112,290	1,623	321,790	3,399
<b>Grand Total</b>	<b>13,525</b>	<b>705</b>	<b>19,814</b>	<b>806</b>	<b>51,896</b>	<b>661</b>	<b>95,976</b>	<b>779</b>	<b>92,553</b>	<b>1,562</b>	<b>128,416</b>	<b>2,231</b>	<b>400,011</b>	<b>6,674</b>

Source: FRC Annual reports 2010-2015 from Uganda, Liberia, Sierra Leone, Myanmar, and Thailand; FRC Annual results with gender; Viestinnän ja globaalikasvatuksen hyödynsaajat; Fasilitaattorit 2010-2015

Note: The table does not include the following groups: 1379 Ebola facilitators trained in Liberia, participants in various events, such as training by Refugee Law Project in Uganda, Farmer Field Schools and partner meetings in Liberia, short courses for vocational school teachers in Myanmar, and Literacy management committee members.

The numbers in Table 3 must be interpreted with certain caution because the FRC monitoring system does not give exact information of how many individuals have benefitted of its various activities. Nevertheless, it is likely that the figures count only a few persons more than once. Some learning groups and some saving and loan group (SLG) beneficiaries may involve same individuals. In the activities in Finland, the data includes every registered visit to the FRC web site and each Facebook liking.

FRC planned to reach 41,000 beneficiaries in the five partner countries in 2010-2015. According to Table 3, the actual number of beneficiaries was 78,000, almost twice as high.

A large number of persons have received Ebola related information and listened to educational radio programmes supported by FRC. According to FRC, some 220,000 people were reached in Ebola activities in Liberia and Sierra Leone. The number of radio listeners in Sierra Leone has been 435,000 in 2010-2015.

Table 4 indicates the number of facilitators and instructors as well as beneficiary groups in FRC projects by partner country during the evaluation period. On average, the number of learners in a group was 25. The number of groups is higher than that of facilitators because some facilitators/instructors have served more than one group in a year.



**Table 4: Number of facilitators/instructors (F/I) and beneficiary groups (G) in FRC projects in 2010-2015.**

Country	2010		2011		2012		2013		2014		2015	
	F/I	G	F/I	G	F/I	G	F/I	G	F/I	G	F/I	G
Liberia	57	57	108	90	180	174	113	113	43	43	141	98
Sierra Leone	275	269	217	217	107	51	124	50	144	106	100	50
Thailand			24	25	38	36	38	52	22	37		
Uganda	182	152	206	239	239	291	216	245	186	208	356	405
<b>TOTAL</b>	<b>514</b>	<b>478</b>	<b>555</b>	<b>571</b>	<b>564</b>	<b>552</b>	<b>491</b>	<b>460</b>	<b>395</b>	<b>394</b>	<b>597</b>	<b>553</b>

Source: FRC. Fasilitaattorit 2010-2015.

The number of country projects in the FRC programme has increased from seven to twelve over the evaluation period. The projects in Myanmar as well as advocacy activities in Finland were started at the end of the evaluation period. The project in Thailand was closed when the one in Myanmar started.

The Office of the Prime Minister (OPM) in Uganda prefers to operate with international partners. Thus, FRC is implementing directly in this country, where the only partner organisation benefitting from FRC funding is the Refugee Law Project (RLP), which is an organisation based at the Makerere University School of Law. In Thailand FRC implements the 'Adult education and CSO capacity building' project directly, in close cooperation with refugee CBOs. Otherwise, partners have been implementing the projects. In the countries where partners implement the projects FRC focuses in monitoring and training of partners.

FRC published guidelines for the selection of implementing partners in 2015, using the following criteria:

- Registered, non-profit organization CSO (recommended, exceptions possible if registration is not possible)
- Clear objectives of the work
- Trustworthiness
- The most vulnerable are taken into account directly or indirectly in the work of NGO
- Democratic decision making system (board functioning)
- Transparent administrative and finance system
- Politically independent
- Documented activities at least from the past year
- Adequate financial and personnel resources to implement activities in a sustainable way in the longer run
- Earlier commitments fulfilled with FRC
- Audit report of the past year
- Information on any development cooperation activity with other actors (recommended)

Table 5 lists the partners that have received funding from FRC during the period 2010 to 2015. In total, there were 37 partner organisations in the five countries.

Table 5: Financial contribution to FRC partner organisations in 2010-2015, in Euro.

Partner	2010	2011	2012	2013	2014	2015	Total
<b>Sierra Leone – Adult Literature</b>							
01 RADA	12,764	7,768					20,532
02 ACODI	10,899	5,333					16,232
03 NMJD	16,839	7,846					24,685
04 BINTUMANI	11,054	5,935	6,455	5,239	8,319	7,969	44,971
05 HELP	14,403	6,805			5,153	28,051	54,412
07 CARD	17,845	8,475					26,320
08 MBK		751					751
09 ISLAG	18,231	8,988			4,403	4,885	36,507
10 CEDA	17,544	8,166			3,068	4,634	33,412
11 PAMOJA		6,415	19,606				26,021
14 SLADEA	35,010	18,622					53,632
26 KISS 104 FM	9,790	7,408	3,028				20,226
06 SLBC					6,383		6,383
<b>Total</b>	<b>164,379</b>	<b>92,512</b>	<b>29,089</b>	<b>5,239</b>	<b>27,326</b>	<b>45,539</b>	<b>364,083</b>
<b>Liberia</b>							
15 PNO		9,999			5,440	5,395 4401	20,829
16 NAEAL	23,421	41,563	46,099	39,065	32,349	40,042	222,539
23 SLP	4,781	2,015					6,796
30 SCRC		1,025					1,025
31 ALDP		896					896
LIHRED	3,517						3,517
<b>Total</b>	<b>31,719</b>	<b>55,497</b>	<b>46,099</b>	<b>39,065</b>	<b>37,789</b>	<b>45,433</b>	<b>255,602</b>
<b>Sierra Leone - Youth</b>							
17 Craftshare	1,044		8,536	21,583			31,163
21 Vocational tailor- ing centre	727		6,687	12,331			19,745
22 WAGA			16,685	20,830			37,515
27 SLRCS Red Cross	16,173	6,817					22,900
28 SLOIC	5,167		16,311	30,668			52,146
32 Growth Centre			6,294	11,520		5,146	22,960
33 LINA			4,587	9,916			14,503
34 Special Needs Education						5,462	5,462
35 Gbotima Develop- ment Disabled Ri						14,200	14,200
St. Mary	583						583
Saidac	908						908
<b>Total</b>	<b>24,602</b>	<b>6,817</b>	<b>59,099</b>	<b>106,848</b>	<b>0</b>	<b>24,808</b>	<b>222,174</b>

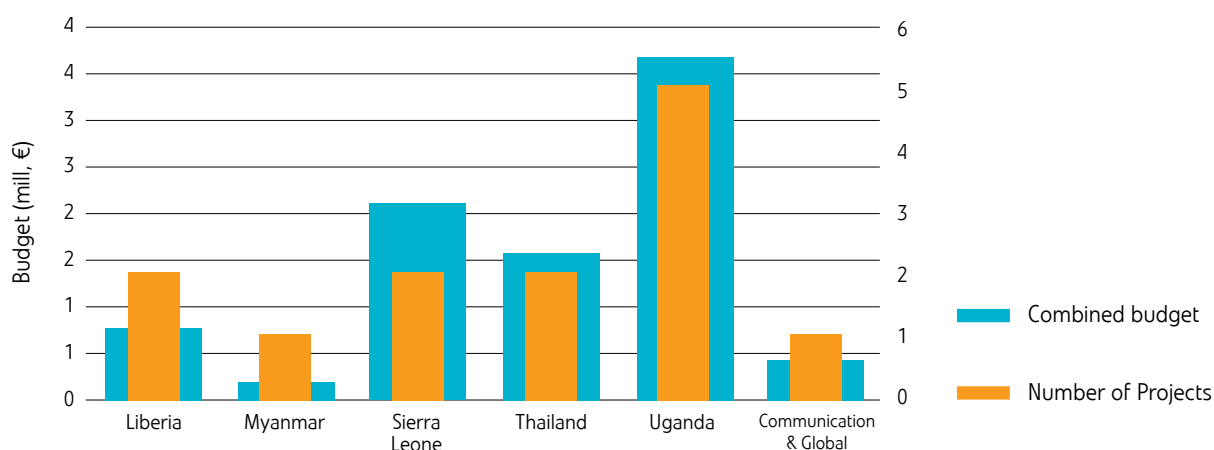
Partner	2010	2011	2012	2013	2014	2015	Total
<b>Thailand</b>							
234 KnRCDC			3,880				3,880
235 JRS			10,846				10,846
236 Compasio	10,272	16,440					26,712
231 KyWO	2,611	3,749					6,360
232 KYO	1,387	7,016	6,375				14,778
333 KSNG	1,163	3,869	6,804				11,836
<b>Total</b>	15,433	31,074	27,906	0	0	0	74,413
<b>Uganda</b>							
256 Refugee Law Project				40,000	10,000	58,101	108,101
<b>GRAND TOTAL</b>	<b>236,133</b>	<b>185,900</b>	<b>162,193</b>	<b>191,152</b>	<b>75,115</b>	<b>173,880</b>	<b>1,024,372</b>

Source: FRC Partners 2010-2015.

Typical financial support to a FRC partner generally varied within the range of 20,000 to 40,000 €, with annual contributions of less than 10,000 €: although some partners have received less than 1000 € in total. The biggest recipient by far was NAEAL in Liberia which received 223,000 € during the evaluation period. The Refugee Law Project, the sole FRC partner in Uganda, has received more than 100,000 €. On average, the FRC funding for a partner was 27,686 € over the six-year evaluation period.

The combined project budgets and the number of projects in the FRC partner countries are presented in Figure 2. The financial allocations to Uganda have risen to 3.7 million € over the evaluation period. At the other extreme, only 170,000 € have so far been budgeted to Myanmar. In total, the overall budget of the FRC programme in 2010-2015 was 12.2 million €.

**Figure 2:** Number of projects and combined funding in FRC partner countries



Source: FRC Project Information Tables; FRC Annual reports 2010-2015 from Uganda, Liberia, Sierra Leone, Myanmar, and Thailand.

The share of MFA contribution out of the total funding is given in the Table 6. The table also presents the aggregate expenditure in each partner country, comparing it with budgeted funding.

**Table 6:** Combined budgets, MFA contributions, and expenditures in FRC partner countries 2010-2015.

	Budget, €	MFA, €	MFA, %	Spent, €	Spent, % of Budget
<b>Liberia</b>	729,026	619,673	85	408,479	5
<b>Myanmar</b>	170,000	144,500	85	28,249	17
<b>Sierra Leone</b>	2,091,333	1,777,169	85	1,416,844	68
<b>Thailand</b>	1,547,721	1,315,565	85	1,440,583	93
<b>Uganda</b>	3,689,044	3,135,687	85	3,009,737	82
<b>Communication &amp; Global Education</b>	397,785	338,084	85	284,720	72
<b>Total</b>	<b>8,624,909</b>	<b>7,330,678</b>	<b>85</b>	<b>6,588,612</b>	<b>77</b>

Source: FRC Project Information Tables; FRC Annual reports 2010-2015 from Uganda, Liberia, Sierra Leone, Myanmar, Thailand, and Communication and Global Education.

MFA has contributed 85% to the budgets in all countries: the remaining 15% was raised by FRC from other sources. The spending rate varied among the participating countries. Expenditure was low in Liberia and Sierra Leone because partners were able to carry out all the activities planned. In Sierra Leone, exchange rate fluctuations resulted in savings and consequently a lower spending rate. In Myanmar the project is relatively new and has not yet reached a normal rate of activities. In Uganda, RLP was unable to spend the funding because the government cancelled its license to operate. Only in Thailand, where the project is now completed, did expenditures come close to the amount budgeted.

**Table 7:** Evaluation of the FRC projects

	Projects implemented 2010-2015	Projects reviewed or evaluated
<b>Liberia</b>	2	2
<b>Myanmar</b>	1	0
<b>Sierra Leone</b>	2	2
<b>Thailand</b>	1	1
<b>Uganda</b>	5	4
<b>Communication in Finland and Global Education</b>	1	0
<b>Total</b>	<b>12</b>	<b>9</b>

Source: FRC Annual reports 2010-2015 from Uganda, Liberia, Sierra Leone, Myanmar, Thailand, and Communication and Global Education. Note: Communication and global education are not one entity although somewhat interrelated activities like all other activities within FRC. Before the programme started in 2014 global education had many separate projects applied and granted yearly

Table 7 shows that out of the 12 projects implemented during the evaluation period, nine have been subject to external reviews or evaluations. The reports have all been studied by this evaluation. Two of the remaining projects are so early in their cycles that an evaluation is not yet possible.

## 3.4 Introduction of the projects being studied, the cooperation partners and other stakeholders

### 3.4.1 Context in Uganda

Uganda is a major recipient country for refugees. According to UNHCR, Uganda had 386,000 refugees by the end of 2014: although according to the Government of Uganda (GoU) the number was 500,000. Refugees from the Democratic Republic of Congo (DRC) constitute the majority. At the end of 2013 an internal conflict broke out in South Sudan leading to Sudanese refugees arriving to Northern Uganda. The conflict in Rwanda, as well as Somalia's internal conflict, has also brought significant numbers of refugees to Uganda.

### 3.4.2 The projects evaluated in Uganda

Two of the five active FRC projects in Uganda were visited by the evaluation team. The first was Functional Literacy and Language Training for Adult Refugees at Nakivale Refugee Settlement, hereinafter referred to as Nakivale project, located in Nakivale Refugee Settlement, Isingiro District, South Western Region. The second was Non-formal Training in Support of Livelihoods for Adult Refugees in Kyangwali Refugee Settlement (Kyangwali project) in Kyangwali Refugee Settlement, Hoima District, South Western Region.

The beneficiaries in Nakivale are refugees, mainly women and youth. They include most major regional nationalities: Congolese, Burundians, Somalis, Rwandans, Sudanese and Ethiopians in the settlement. Other beneficiaries include Ugandan nationals living next to refugee settlements. In Kyangwali the beneficiaries are refugees hosted in Uganda, mainly of Congolese origin, with some Burundians, South Sudanese, Rwandans and a very few Kenyans. Also in Kyangwali neighbouring Ugandan communities benefit from FRC activities.

The Nakivale project was started in 2010 and the one in Kyangwali in 2013. The first FRC activities in Kyangwali were started in 2003 and continued with project-based funding until 2012. The current phases and financing agreements of the two projects cover the years 2015-2016. The budgets of the two projects since their beginnings are described in Table 8. Both projects are implemented directly by FRC.

**The project links practical, village level livelihoods, to various adult education needs including business skills, saving and loan activities, functional literacy and the English language.**

**Table 8: Budget of Nakivale and Kyangwali projects in 2010-2015.**

Year	Nakivale project			Kyangwali project			Total
	MFA contribution	Other contribution	Total budget	MFA contribution	Other contribution	Total budget	
2010	170,000	30,000	200,000	341,521	60,269	401,790	601,790
2011	145,690	25,710	171,400	295,511	52,149	347,660	519,060
2012	228,194	40,270	268,464	255,000	45,000	300,000	558,464
2013	196,818	34,733	231,550	194,677	34,355	229,032	460,582
2014	253,099	44,664	297,763	148,980	26,290	175,270	473,033
2015	228,194	40,270	268,464	159,081	28,073	187,154	455,618
<b>Total</b>	<b>1,221,995</b>	<b>215,647</b>	<b>1,437,641</b>	<b>1,394,770</b>	<b>246,136</b>	<b>1,640,906</b>	<b>3,068,547</b>

Source: FRC (2014a); FRC (2014b); FRC (2014c); FRC (2014d); FRC (2015a); and FRC (2015b).

In the Kyangwali project, the significant drop in funding from 2012 to 2014 was due to the separation of the activities in Kampala that became a separate project in 2013, with a resulting decrease in the number of activities in Kyangwali.

The development objective of both projects is to contribute towards poverty alleviation among the population of targeted refugee settlements and Ugandan communities living in neighbouring sub-counties.

The specific objectives of the Nakivale and Kyangwali projects are similar: Targeted beneficiaries -70% of them women - have acquired skills to become self-reliant in terms of improved literacy (in local or English languages), income generating opportunities and active participation in their communities' development.

In Nakivale, the project strategy is to provide functional literacy (FAL) and English training for adults (EFA), as well as business skills and support to income-generating activities. Refugee youth are also part of the project through training of youth leaders and supporting youth club activities. Civic education training for refugee leaders and training of Ugandan literacy instructors are a part of the educational package. The assumption is that this will increase the self-confidence of the beneficiaries, and consequently improve their capacity to be self-reliant and to participate more actively to decision making and development activities in their communities.

The project strategy in Kyangwali is to apply a two-pronged approach: a) social development programme with common interest group-based learning in combination with b) adult education programme, FAL, taught in Swahili or other relevant local languages, and English language training, EFA, and some cases in French.

The project links practical, village level livelihoods, mostly agriculture related (each refugee family in a settlement is entitled to a piece of land suitable for farming), to various adult education needs including business skills, saving and loan activities, functional literacy and the English language. As in Nakivale, the main assumption is that such an investment in knowledge will increase the self-confidence, and consequently improve the capacity to be self-reliant and to participate more actively in decision-making and development activities in the communities.

In FRC projects there are three concepts that are pivotal for understanding the projects' rationale: FAL, EFA, and Common Interest Groups (CIG).

FAL means that learners are helped to acquire the knowledge and skills they can use in their work and life, often immediately. Reading and writing one's own language is taught in combination with teaching useful skills, such as household hygiene, health care, or small-scale business. To be functional, the learning must be responsive to the learners' needs and situations, impart knowledge and skills to perform the tasks in their life and work.

EFA is similar to FAL but instead of a learner's mother tongue, English is learnt. EFA signifies learning functional English, which is needed in everyday work and life.

CIG focuses on the learning process, either an existing one or one being formed. A CIG aims at implementing a common life-enhancing project. As a rule, the training must be relevant to the specific CIG. This requires skilful assessment of learning needs together with the group to map out a long-term tailor-made support to the CIG. The approach focuses on social development and strongly promotes livelihood related activities. In the Kyangwali settlement, for example, the refugees' main activities are related to agriculture. Nonetheless, other themes are possible. A CIG can, for example, act as a support to refugees, who have suffered from sexual violence, or it can form a saving and loan association, or organize women who trade at local market places.

### **3.4.3 The Context**

Sierra Leone and Liberia have suffered from extended civil wars. Reconstruction is still on-going due to the widespread destruction and poverty. The conflict in Ivory Coast has generated a refugee influx into Liberia, for which a large repatriation effort has been undertaken. There were according to FRC still 22,000 refugees in the country at the time of the evaluation. In addition, Liberia, Guinea and Sierra Leone were struck by the Ebola epidemic in 2014, which greatly affected the social and economic situation in these countries.

### **3.4.4 The project evaluated in Liberia**

FRC started its operations in Liberia in 1999. It was the first Finnish NGO to establish a field office and carry out its activities there after the escalation of the civil conflict in 1990. Liberia was chosen as a target country after assessment activities with UNHCR and other international parties. FRC started with support to internally displaced people and returnees, as well as to their communities of origin.

From 1999 to 2006, FRC activities focused on building the capacities of local partner organisations through training and organisational capacity building support. The focus was on rural community development and assistance to war affected and internally displaced persons, through agricultural support, skills training and adult education in Margibi and Montserrado counties. When the conflict escalated in 2002, hundreds of thousands of Liberians were forced to move to camps for IDPs. FRC extended its support to the IDP population mainly in the Monrovia area.

Liberia was in a state of emergency until 2004, after which reconstruction started to get under way. All IDP settlements were closed in 2006 and refugees from neighbouring countries started to return. During the 2010-2011 conflict in Ivory Coast a new influx of refugees took place. In this new situation, FRC decided to continue implementing projects in the western region of the country. The aim was to consolidate ongoing adult education programmes and expand support to the wider population in these areas (FRC 2009a p. 1).

From 2008 a new area was chosen in Cape Mount and Bomi counties, which had one of the highest IDP concentrations and returnee numbers. Together with the National Adult Education Association of Liberia (NAEAL) and three local partners, an adult literacy programme was established in over 60 communities (FRC (2009).

NAEAL was established in 1977 as a membership-based organisation of literacy associations, institutions and individuals actively involved in literacy, adult education and community development. It is the oldest and the leading adult education organisation in Liberia, with active structures in all 15 counties. NAEAL's overall goal is to promote functional literacy and to the enhance community development in the country.

The Adult Literacy project closed in December 2013. An evaluation was conducted in May 2013 by the Community Development Resource Association of South Africa (Reeler et al. 2013). Based on the findings FRC decided to put greater focus on adult literacy.

During the implementation of FRC's 2008-2013 programme, NAEAL was made responsible for the provision of overall coordination of the adult literacy training activities, the mobilisation of and liaison with target communities, the provision of training and refresher training to community literacy facilitators and the monitoring of programme activities and preparation of monthly and periodical reports. The target communities are selected jointly by FRC and NAEAL and NAEAL's local partners (partners which have assumed decreasing importance over time, reflecting NAEAL's growing capacity (FRC 2008a p. 10). FRC assists NAEAL in four counties (Bomi, Cape Mount, Nimba and Bong). Beyond that NAEAL is supported by 10 other donor organisations in other geographical areas of the country.

About 38,000 Ivorian refugees were registered by UNHCR in Liberia in the beginning of 2015, mostly in three camps (Bahn camp in Nimba county, PTP camp (the abbreviation has no known meaning) in Grand Gedeh and Little Weabo in Maryland county). About 6 000 of the registered refugees reside in Liberian communities near the Ivorian border in the above-mentioned counties. By April 2016 the number of Ivorian refugees had dropped to 22,000, due to an extensive UNHCR repatriation programme. The original FRC/NAEAL project plan 2014-2016 targeted Bahn camp in Nimba county and communities that host Ivoirian refugees. During 2014, Liberian-only communities in Bong county were added to the programme, following on a recommendation from NAEAL. After the first learning groups started in Bahn camp early 2014, UNHCR recommended FRC to extend the activities to the PTP camp.



While NAEAL had been FRC's main partner in implementing the programme, FRC also partnered with NGOs and CBOs with ongoing programmes and structures within the communities in the target areas.

The FRC Resident Representative is responsible for the overall leadership and management of the project. The FRC monitoring officer (previously a former staff member of NAEAL, it is now a new recruit from Concern) is responsible for programme coordination between FRC and NAEAL, and monitoring and reporting. In addition, the project team consists of an FRC administrator, and two drivers. Within NAEAL the team is made up of a NAEAL administrator, a NAEAL project coordinator and three field monitors (FRC 2008a p. 10-11).

Adult literacy is focused on writing and numeracy. A booklet adapted to the needs of communities is used. The teaching is done in English for Liberian and Ivorian refugee adults, whereas some Liberians are also taught in French.

The communities established a Learning Management Committee (LMC) to ensure the quality of the process and to support the Learning Circle: which itself is a group of 15-25 individuals who have volunteered to attend the cycle for a period of nine months, for two hours per day, six days a week. The sessions are facilitated by one or two facilitators, who are community members selected by the learners. The facilitators are given a stipend of about 20 USD per month for the additional mobilisation work. They are supervised by the NAEAL Community Coordinator, based in the region, who is himself supervised by the NAEAL Programme Coordinator.

The community ownership of the programme is a significant parameter for NAEAL and FRC. Once a community decides that they want to participate in the programme, a LMC is appointed from amongst the different community stakeholder groups. It is advised by NAEAL that at least one third of the LMC should consist of women and membership should exclude existing community leadership. The LMC is responsible for the coordination of the literacy, sanitation and agricultural components within their community. They also motivate learners who drop out, mediate or resolve conflict among group members, manage material administration, assist with time management and do problem solving.

According to FRC, about 44% of the LMC members are female. The Literacy Facilitators (LF) are selected by the LMC and the community members. Facilitators are part of the LMC but assist with the work of the committee, acting as secretaries. The community is encouraged to make existing facilities such as town halls, meeting huts or school buildings available free of charge to the study circles for their activities. Study circle members agree on the meeting rules and schedules (FRC 2008a p. 7)

A considerable amount of time was invested by FRC and NAEAL in developing a new basic level adult literacy curriculum in collaboration with the Ministry of Education (MoE) and local partners. From July until November 2007 NAEAL, FRC and the Ministry of Education conducted a learning evaluation in active literacy communities. It was observed that the pre-existing Government national adult literacy curriculum and especially teaching materials were not suitable for community-based training and especially for high school graduate level literacy facilitators who did not have the necessary pedagogical training

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and experience. A further learning needs assessment carried out in February 2008 recommended adjustments to the curriculum and the programme. It was therefore decided to halt expansion of the programme in March 2008 until the FRC curriculum and materials had been developed.

A new syllabus and curriculum were designed from April to December 2008, based on recommendations from the learning needs assessment. This was improved through continuous revising and editing of the materials and the programme. The FRC Uganda materials and programme were used as an example (FRC 2008b p. 4). The writing and design of new training materials started in September 2008. A first version of instructional and learning materials was piloted in 23 communities from May until September 2009. After an evaluation, the materials were reviewed and a second version was piloted in 26 communities from December 2009 onwards (FRC 2009b p. 3). Different numbers appear on page 5 of the same report. Here, it states that piloting took place from May-November 2009 in 27 study circles, and a new version was introduced to 37 groups in December 2009). It was translated into French in 2015 for Ivorian refugees.

In the area of organizational development, NAEAL received support from FRC to develop its Strategic Plan in 2010. In June 2011, the Adult Literacy component was finally completed, and launched officially in Monrovia, at a function that was attended by the Deputy Minister of Education. Since that date, NAEAL has implemented the programme with 11 other partners in 13 counties (FRC 2009b p. 13; and FRC 2011 p. 15). By 2016 the Adult Literacy project dominates the FRC assistance, with only one other small project which concerns livelihoods education of Liberians living around Monrovia, delivered in partnership with a local NGO.

# 4 FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

## 4.1 Relevance

### From the perspective of FRC

FRC follows its own strategy to contribute to stability in protracted refugee situations. It has chosen to operate in countries and situations in cooperation with UNHCR. However, the countries where FRC presently works are not major sources of refugees for Europe or for Finland or where the attention of the Finnish public and media are focussed. Thus, information from the projects does not enable FRC to provide information on the ‘hotspots’ where the attention of the Finnish public is focussed. It does however enable FRC to call attention to ‘forgotten’ refugees and thereby provide a broader picture of the international refugee situation.

As a small actor at the international level FRC has chosen to operate within a limited ‘sectoral niche’ defined by the education and empowerment of adults. It has long experience from working with refugees and has developed a strong capacity in functional adult literacy (FAL) and the empowerment of common interest groups (CIG). There are others who work with empowerment of refugees and host communities, but very few have a point of departure similar to FAL: for example, in Uganda there is no other organisation working with adult literacy among refugee populations.

### From the perspective of beneficiaries

Several of the external evaluation reports have positively assessed the relevance of FRC projects from the perspective of beneficiaries. Harwood (2011), Rungsilp and Sungpet (2013) and Steadman (2013) describe training and support interventions that respond to the needs and priorities of the beneficiaries. An evaluation of a livelihood skills and literacy project in Sierra Leone concluded that the project was very relevant and found that neighbouring villages were interested in having similar interventions (Seppänen 2011). An evaluation of a youth vocational training and employment in Sierra Leone by the same author concluded that the project was addressing a serious problem; although, it was an emergency project that no longer corresponded to the stable situation in the country (Seppänen 2011). Two evaluation studies of adult education for refugees in Uganda also concluded that the education responded to the refugee’s needs for knowledge and skills (Okech and Zaaly’embikke 2012) and that they address the need for earning an income by enabling them to get a job or improve their businesses (Okech and Zaaly’embikke 2013).

Designed on the basis of thorough needs assessments, the projects in Uganda and Liberia clearly respond to the needs and priorities of beneficiaries. In

**FRC has chosen to operate within a limited ‘sectoral niche’ defined by the education and empowerment of adults.**

Uganda, beneficiary needs were identified and defined through a needs assessment conducted in 2010. The projects in Uganda focus on the most vulnerable: refugees in general, and women and youth in particular.

The projects visited are rights-based, addressing the rights of refugees and host communities to education, to earning a living, and the right to life with dignity: unfortunately, the external evaluation reports reviewed by the team did not address this aspect. In Liberia for example refugee rights-holders are enabled to claim their rights from duty-bearers - in this case both the national authorities and UNHCR - by being able to ask for information about country of origin, and being enabled to sign in name and identify themselves, as well to calculate rations. As refugees are not citizens able to claim rights from a government they are in a precarious situation where political action is not possible or allowed. FRC is able to help formulate and channel the claims of the refugees to UNHCR and the local authorities.

### **From the perspective of national policies and strategies**

None of the external evaluations address relevance in relation to national policies and strategies. However, the team has found strong coherence with national policies in Liberia and Uganda. In the latter, the Office of the Prime Minister (OPM) values FRC's work. According to all interviewed observers and stakeholders, FRC actions are coherent with national policies. In Uganda, the basis for national policy is the National Refugee Act. Since 2015, the National Development Plan includes provisions for refugees. Vision 2040 states that 'measures to ensure rights of refugees and internally displaced people (IDP) are protected will be strengthened'. At the local level, each District has a development plan. The NGO Act stipulates the legal and administrative basis of FRC work in Uganda.

In Liberia there is a specific Government Policy on Alternative Basic Education, drafted with support from FRC and NAEAL in 2010. The objectives, methods and content of the FRC Liberia programme are aligned with this policy which also provides for a very decentralised administrative modality. According to two senior Ministry of Education staff interviewed by the team, due to a lack of funding allocated to implementation within the Ministry of Education budget, only two programmes are implementing this policy: one is the FRC programme and the other was due to close in June 2016. FRC and NAEAL have also been providing active policy advice in this area, such as for the drafting of the Interim Poverty Reduction Strategy.

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

The FRC programme is based on the 2012 Government of Finland policy (being updated in 2016), which stressed the importance of human rights. The priority areas were:

- 1) a democratic and accountable society that promotes human rights,
- 2) an inclusive green economy that promotes employment,
- 3) sustainable management of natural resources and environmental protection,
- 4) human development.

In addition, the policy specifies three cross-cutting objectives which also define activities: gender equality, reduction of inequality and climate sustainability.

The FRC projects are well aligned with the Finnish Development Policy of 2012, in particular with the priority areas 1) and 4), namely:

- **Democratic and accountable society:** By furthering refugees' ability to influence the realisation of their basic rights and to prevent the onset of violent conflict; by focusing on fragile states that are far from achieving this ideal; by rights-based working with a focus on education, which is a basic right, but is also a tool to further the realisation of other rights; by strengthening civil society.
- **Human development:** By focussing on functional literacy, vocational skills, and strengthening livelihoods of adults and youth; by supporting education services in all target countries through development and production of refugee or returnee-related teaching materials in cooperation with sector ministries and other actors.

The FRC programme also supports Finland's cross cutting development policy objectives: gender equality, reduction of inequalities and climate sustainability by:

- supporting gender-conscious education aimed at refugee women and stressing the importance of equal participation for women.
- aiming at reducing inequality by concentrating on increasing the refugees' and others in conflict affected areas' abilities to influence the realisation of their basic rights.
- limiting harmful environmental effects of its activities by increasing refugees' knowledge and capacity to act, which enables better adaptation also to a changing climate.

The FRC programme is also integrated with Finland's project guidelines for Development Cooperation of the Civil Society Organisations (MFA, February 2012): by providing opportunity for Finns to obtain experience with development cooperation and supporting dissemination of development information and augmenting and supporting Finnish development cooperation in countries where there is no official bilateral development cooperation. Additionally, the FRC programme supports three more objectives listed in this MFA document: rights of the most marginalized, emphasis on the poorest people and their participation, and encouragement of communities' and organizations' production.

One of the two key objectives of Finland's Civil Society in Development Policy (capacity development of CSOs in the targeted countries and the creation of a supportive environment for civil society activities) is reflected in the ToC of FRC: Programme management and organizational capacity of CSOs is an output. The intended outcomes 'Access to opportunities to education' and 'Access to opportunities to social participation' are according to FRC preconditions to develop CSOs (refer to Figure 1 above). However, the key objectives of Finland's Civil Society Development Policy could be more clearly reflected in the objectives for FRC's development cooperation.

## Conclusions and recommendations on relevance

FRC works in line with its own strategy with refugees to contribute to stability in protracted refugee situations. The countries where FRC presently works are not major sources of refugees for Europe or for Finland or where the attention of the Finnish public and media are focussed. This enables FRC to provide a broad picture calling attention to 'forgotten' refugee situations but does not provide information on the 'hotspots' where the attention of the Finnish public is currently focussed.

FRC has chosen to operate within a limited 'sectoral niche' defined by education and empowerment of adults in refugee situations where it now has acquired a solid experience.

It is therefore concluded that the FRC programme is relevant from FRC's own perspective. However, the selection of countries linked more closely to the European refugee situation might provide a better basis for influencing the public debate.

**Recommendation 1:** In future, when new countries of operation are selected, FRC should consider selecting one or more countries of importance to the flow of refugees to Finland.

Previous external evaluation reports as well as the current field studies of projects in Uganda and Liberia find that the projects respond to the needs and priorities of beneficiaries. The projects in Uganda and Liberia have furthermore been found to be rights-based in that they address the rights of refugees as well as host communities and enable them to identify and claim their rights.

It is therefore concluded that the FRC programme is highly relevant from the perspective of the beneficiaries.

The team found strong coherence with national policies in Liberia and Uganda, while no external evaluation address this issue. It is therefore concluded that the FRC programme is also relevant from the perspective of national policies.

The FRC programme is well aligned with the Finnish Development Policy of 2012, in particular with the priority areas of democratic and accountable society and human development. However, the key objectives of Finland's Civil Society Development Policy are not clearly reflected in the objectives for FRC's development cooperation.

It is therefore concluded that the programme is relevant seen from the perspective of Finnish development policy although the key objectives of Finland's Civil Society Development Policy could be more clearly reflected in the objectives for FRC's development cooperation.

**Recommendation 2:** FRC should update its programme framework for development cooperation to reflect clearly the key objectives of Finland's Civil Society Development Policy.

## 4.2 Efficiency

### Cost-efficiency

At the end of 2014 the FRC development cooperation programme employed 85 permanent staff. Three of them worked in Finland and the rest in the five partner countries. 78 persons, or 95%, of the total personnel overseas were locally employed.

The salary and social security costs of the FRC employees in 2015 by main cost categories are given in Table 9. The total development cooperation budget was 3,257,627 euros in 2015 out of which 2,097,331 or 64% consisted of projects in the five partner countries. The amount of 807,156 or 25% of the total development cooperation budget was allocated to salaries and related costs. Out of this amount, 37% went to salaries of the project staff, mainly in Uganda. The second biggest salary category was the five resident representatives, followed by planning and M&E. It is important to note that in FRC bookkeeping many costs of the international development cooperation are not included in project field costs. Thus the FRC cost structure may not be directly comparable with other organisations that distribute all their general costs to their projects. The non-project costs of FRC include planning, M&E, five resident representatives, communication and advocacy, and administration in Finland.

**Table 9:** FRC salary and social security costs (€) by main cost categories in 2015.

	(€)	%
Projects in Uganda	234,525	29.1 %
Project in Liberia	35,564	4.4 %
Projects in Sierra Leone	19,645	2.4 %
Projects in Thailand	123	0.0 %
Projects in Myanmar	6,536	0.8 %
Total Projects	296,393	36.7 %
Planning and M&E	140,433	17.4 %
Resident Representatives	221,042	27.4 %
Communication & Advocacy	85,118	10.5%
Administration	64,171	8.0%
<b>Grand Total</b>	<b>807,156</b>	<b>100.00%</b>

Source: FRC Financial reports

The team found that salary costs for national staff are at a reasonable level compared to other NGOs in the countries of operation. Considering the number of persons employed and the key role the human resources play in FRC projects, the salary and related costs have been kept well under control. This is an important factor contributing to good overall efficiency.

The unit for international development cooperation at FRC's headquarters in Finland has a permanent staff of three. Managing the programme with such a small team indicates a high cost-efficiency at headquarters level.

None of the external evaluation studies reviewed deals with cost-efficiency at headquarters or country levels and only one presents finding relevant for

assessing cost-efficiency at project level: the data indicated that cost-efficiency in the Youth Vocational Training and Employment project in Sierra Leone was low due to high cost per beneficiary (Seppänen 2011 p. 19), finding that some of the costs of starter kits for trainees were excessive. The students trained in catering were given a complete restaurant including freezer, generator and stoves. Seppänen provides these data but does not assess efficiency. In contrast to this the field studies in Liberia and Uganda found evidence of high cost-efficiency.

In late 2015 there were six permanent FRC staff in Liberia, three of whom were professionals. NAEAL employs approximately 40 people of whom four work directly on the FRC programme. The field operations costs over the last three years are presented in Table 10.

**Table 10:** Cost distribution in FRC projects in Liberia (€).

	2013	%	2014	%	2015	%
<b>General operative costs</b>	51,273	28	46,728	35	72,996	31
<b>Beneficiary related</b>	89,764	49	52,801	39	123,834	53
<b>Staff &amp; administration costs</b>	42,363	23	35,303	26	35,764	15
<b>TOTAL</b>	<b>183,400</b>		<b>134,832</b>		<b>232,594</b>	

Source: FRC Communication

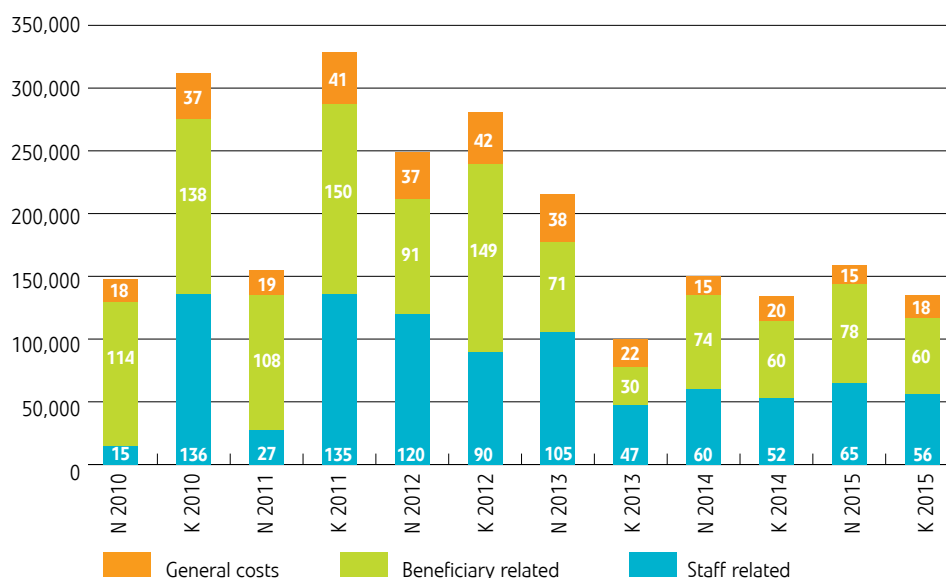
These figures demonstrate both the continuity of the programme, and the low cost with which it was able to reach beneficiaries. FRC's staff and administrative costs are 15% despite of the fact that the operation is complex and reaching more than 100 communities or camps in a very remote and difficult environment.

Continuation of activities started in 2009 has been a basis for efficiency. The programme has invested in the development and application of capacities and systems over the years including the preparation of a teaching booklet, upgrading the skills of the Field Coordinators and Facilitators as well as the relationships with the Learning Management Committees, and, more recently, the introduction of Stakeholder Monitors, whose task is to aggregate the information and monitor progress from the point of view of the beneficiaries.

Figure 3 shows how the spending in the Nakivale and Kyangwali projects in Uganda was distributed over three main expenditure categories in the evaluation period. The first category includes salaries, travel and housing costs of the personnel. Beneficiary related costs comprise costs from activities and investments that are directly related to the beneficiaries: for example, training and related materials, and building of a community house. The third category includes general costs for the office costs, vehicles and administration.



**Figure 3:** Distribution of project costs in Nakivale (N) and Kyangwali (K) projects from 2010 to 2015, in €



Source: Nakivale Annual Reports 2010–2015; Kyangwali Annual Reports 2010–2015.

The total cost distributions from the Nakivale and Kyangwali projects over the six years covered by the evaluation was:

- Staff related: 39%,
- Beneficiary related: 48%,
- General costs: 14%.

(Total does not add to 100% due to rounding).

Thus, almost half of the total project expenditure has been allocated directly to the beneficiaries. The relatively high proportion of the staff related costs is due to the nature of the projects which are based on technical assistance and human interface, rather than hardware investments. In addition, the small financial volume of the projects leads to a high proportional cost for staff. Overall, in the experience of the members of the team, the cost distribution of the Nakivale and Kyangwali projects indicates good efficiency.

The team was unable to identify more cost-efficient alternatives to the approaches applied in FRC projects. However, the projects are cost-conscious: one of the key factors being the use of voluntary facilitators and instructors who receive a modest financial incentive of about 20–30 USD per month.

## Management

The programme is managed by the unit for international development cooperation at FRC’s headquarters in Helsinki. MFA is only involved at the strategic level. The main mechanism for dialogue between FRC and MFA is the annual consultation that takes place in January to discuss the annual reports of the previous year.

**The team was unable to identify more cost-efficient alternatives to the approaches applied in FRC projects.**

Some projects are implemented by partner CSOs and some directly FRC. FRC implements all projects in Uganda directly and in Thailand implements the 'Adult education and CSO capacity building' project, with all other projects being implemented by partner CSOs.

The resident representatives of FRC take overall decisions and provide guidance to partners in each of the partner countries. Operational management is undertaken by project managers. None of the external evaluations reviewed addressed management issues. As the current evaluation team focussed mainly on results it has not been able to undertake a thorough assessment of project management during the field visits to Uganda and Liberia. However, the team has found that managers are skilled and dedicated and that delegation of decision-making has been adequate - no case of micro-management was encountered.

In Uganda, the project structure has three levels: management, project teams, and instructors/facilitators. In 2015, there were 83 instructors/facilitators in Nakivale and 65 in Kyangwali. Instructors (in FAL and EFA) and facilitators (in CIG) are drawn from among the beneficiaries and work directly with them. The Kampala office is responsible for administration and logistics, as well as for the implementation of a project in Kampala. Some outside experts are contracted from Uganda, for example the Cape Town based Community Development Resource Association for PRA training and Literacy and Adult Basic Education (LABE) for adult education. Challenges include scarce resources in administration and fund raising locally.

All project managers have management capacity as well as a background in adult education and are responsible for planning, training and advising their team. They all have substantial experience of working in difficult conditions. Rudimentary infrastructure in the settlements poses challenges to communication. The team has found no sign of waste or remoteness from activities in the field. Field teams are not affected by rotation, in contrast to other organisations. Regarding the reporting, the Project Manager/Officer (PM) sends simple monthly and more comprehensive quarterly reports to the headquarters, with annual reports submitted by mid-April. There are frequent meetings among the PMs: either all together or in pairs to discuss specific issues.

In Liberia the small FRC management unit closely follows the work of NAEAL, which has itself defined its role as supporting and tracking the delivery of the literacy programme by the self-organised beneficiary structures. The management team combines a strong field presence with local knowledge. NAEAL personnel expressed satisfaction with the support received from FRC, which they consider to be more substantial than that provided by the seven other donors to the organisation.

## **Monitoring and Evaluation**

The monitoring system in Uganda and Liberia is focused on activities and outputs: in terms of persons trained and learners' ability to use the skills acquired (for example to dial on a phone, read the time, or calculate sales). The system also records learners' assessment of the training. Achievements at the higher end of the results chain (outcomes and impact) are sometimes reported, though

such information, which are not easy to aggregate, are often lost among the abundant details of the reports.

However, the monitoring system is being upgraded by introducing the Pathways of Empowerment (PoE) tool. PoE has been gradually adopted by FRC and adjusted to FRC purposes. Currently it is being applied in Uganda, Sierra Leone, and Liberia and will be introduced elsewhere in future. According to FRC, PoE provides a method for conducting joint discussions and annual reflection events about empowerment in the context of a particular programme. PoE is used in the various phases of the project cycle: including planning, monitoring and the annual and final evaluation sessions. Once the diverse indicators (at least a tentative list mostly based on previous experience) have been identified by FRC field staff in close cooperation with beneficiaries, they are used to outline possible paths and analyse landscapes, to verify assumptions, to gather experiences and lessons learnt, and to assess risks.

However, PoE has limitations. As it focuses on qualitative aspects, there is a risk that the quantitative scale of outcomes may be overlooked, unless specifically identified. As the observations are made and signs recorded by project staff, the results of PoE being subjective. FRC is one of the few organisations in Finland applying the PoE, which reduces the possibility of peer support. In the Kyangwali project, PoE has helped to focus on the results level, feeding back to facilitators. The tool is particularly effective in helping to discern the causal relationship between project and programme outcomes.

In Liberia Stakeholder Monitors are being trained to extend the tracking of the way in which learning is applied. Currently there is evidence of utilisation in a range of areas, but this is not yet captured in a systematic manner. Another innovative measure taken in Liberia is the digital data capture of participant data is from the field via mobile phones.

The FRC annual programme reports reflect the difficulties encountered by the M&E system. For example, the 2014 report provides the following indicator for the specific objective (the highest objective in the intervention logic for which an indicator is provided): Number of beneficiaries taking part continuously to the various capacity building activities provided by the programme. (FRC 2015 p. 7). However, this indicator is an activity indicator and not a result indicator. In the report FRC provides a number of case studies of results. Such specific case studies give insight into the kind of results achieved but the annual report provides no quantitative information to indicate how representative such case studies are.

## **Assessment of risks**

None of the external evaluations reviewed address the identification and management of risks. However, from the field studies the team has found that risk analyses are inherent in the FRC programme and its projects. In Uganda, a risk analysis focused on contextual, institutional and programmatic levels and categorised risks as either internal or external. Project Managers do a first risk assessment for their project. The Resident Representative then compiles these assessments for the whole programme. PMs update the analysis every quarter. It is also reviewed in a joint meeting. PoE is utilised for risk assessment.

**The ability to read and write is connecting to so many aspects of empowerment that it can be considered a platform for the enjoyment of most rights, including political, social and cultural.**

According to project teams, the risk analysis has helped them to prepare for and address potential challenges. For example, the risk of losing instructors or the risk of a worsening security situation. The possibility of staff leaving FRC because of insufficient compensation is perhaps the main internal risk. Among external risks, the biggest relate to Ugandan electoral issues. Also the dependence on one donor, MFA, is a risk. FRC HQ has a good awareness of risks because many there have worked in the field.

In Liberia there is a risk matrix within the project. It is clear that the model is relatively resilient to risks, such as the disruption caused by the Ebola pandemic. The activities were continued throughout the Ebola crisis (although no new ones were started), even though the Country Representative was evacuated. The ability of the FRC programme to provide epidemiological information to the international response was remarkable. The monitoring of performance continued across borders (with a four-month interruption from the end of 2014 to early 2015) in a way which few international NGOs in Liberia could claim to have done.

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

FRC projects focus primarily on the right to education, the right to earn a living, and the right to life with dignity. The ability to read and write is connecting to so many aspects of empowerment that it can be considered a platform for the enjoyment of most rights, including political, social and cultural. The philosophy of the programme is to ensure that the participants are empowered to take action to solve practical problems as well as to express themselves.

Human rights are not reported directly by the projects. Some of their partners, such as the Refugee Law Project (RLP) in Uganda, report on human rights. RLP thinks that many of the rights of refugees do not function in practice, although defined on paper. Accountability stems from the direct dialogue with the beneficiaries.

### **Conclusions and recommendations on efficiency**

The small team of three permanent staff at FRC's headquarters is a further indication of high cost-efficiency at headquarters level.

The only external evaluation with findings relevant for assessing cost-efficiency, indicate low cost efficiency for a project in Sierra Leone. In contrast to this, the field visits to Liberia and Uganda found evidence of high cost-efficiency. The projects here were cost-conscious.

It is therefore concluded in Liberia and Uganda it is unlikely there would have been more cost-efficient alternatives to the approaches applied in FRC projects, while it is not possible to draw any conclusion for FRC's programme as a whole.

The programme is managed by FRC's unit for international development cooperation. MFA is involved at the strategic level only. Resident representatives of FRC take overall decisions and provide guidance. Operational management is undertaken by project managers. There are no signs of waste or remoteness from the actual delivery. It is there-

fore concluded that the available evidence indicates management is efficient.

The monitoring system is focused on activities and outputs. Results at the higher end of the results chain (outcomes and impact) are sometimes been reported but are often lost in the abundant details of the reports. However, the M&E system is currently being upgraded by introducing PoE.

FRC commissioned 17 evaluation studies over the evaluation period. These studies are of an uneven quality and although they often refer to DAC evaluation criteria they seldom adhere strictly to them. It is therefore difficult to find systematic evidence of results.

It is therefore concluded that the M&E system has not been efficient over the evaluation period.

**Recommendation 3:** FRC should continue to improve M&E by making PoE a tool for all projects.

**Recommendation 4:** FRC and its donors should reserve more resources for evaluation studies to ensure that these are of good quality.

The evaluation has found that risks are addressed in FRC programme and projects.

The FRC programme focuses most on the right to education. The ability to read and write is connecting to so many aspects of empowerment that it can be considered a platform for the enjoyment of most rights. In addition, the programme emphasizes the right to earn a living, and the right to life with dignity. It is therefore concluded that human rights are addressed efficiently.

## 4.3 Effectiveness

### Outcomes

Most of the external evaluations commissioned by FRC deal with outcomes and nearly all assess them positively. One exception is the evaluation of the Youth and Vocational Training and Employment project in Sierra Leone, where it was found that only one third of the businesses established with support from the project existed two to three years later and that in these businesses only one or two from the original group of trainees had remained. It was also found that in some cases the labour market was saturated with the skills that the trainees had acquired (hairdressing and tie-dye) or that the qualifications of the trainees in some cases were insufficient (for being an auto mechanic). However, the evaluation also states that there is 'good reason to suppose that the acquired skills are put into productive use' because many trainees seem to have acquired salaried employment. It is also found that that the marginalised young people are considered respectable citizens and that they feel empowered (Seppänen 2011).

A study of adult training programmes in Uganda found that some of the trainees could not explain how they applied the learning, which seemed to be due to weakness in the training as well as lack of opportunities in the refugee settlements to apply what they had learnt (Okech and Zaaly'embikke 2012). When the same authors evaluated the Adult Education Project in Nakivale Refugee Settlement the following year, they report that trainees found all topics useful and that they applied what they had learnt (Okech and Zaaly'embikke 2013).

The remaining evaluation studies assess outcomes in very positive terms and substantiate their conclusions with short case studies or examples. A study of the Thailand Literacy Project quotes a young man with learning difficulties who said: 'I have always wanted to learn to read and write, but nobody wanted to help me. At school they said I was no good, but now I am able to write my name and I can read and write numbers 1-20.' (Harwood 2011). Some of these studies also provide examples of how trainees apply their skills to improving their business or managing the agricultural cycle (Seppänen 2011 dealing with adult education and Upton 2012 dealing with adult literacy and community development, both in Sierra Leone).

However, the evaluation studies do not take a systematic critical approach to assessing outcomes. They do not attempt to quantify the proportion of trainees who apply their skills for certain purposes. The fact that a young man with learning difficulties has learned to write his name is (rightly) recorded as positive: however, such examples do not necessarily indicate that a project is effective. It is necessary to make a more critical and systematic assessment of the outcomes and how far they contribute to project objectives in order to assess effectiveness and to be able to learn from the study. A tracer study would provide this kind of information. The evaluation of the Youth and Vocational Training project in Sierra Leone is an exception, as it indicates orders of magnitude and assesses outcomes in a critical way (Seppänen 2012).

The team did not have the time or resources to conduct a survey focussed on outcomes. However, the team was able to explore a number of the outcomes based on interviews with beneficiaries combined with observations, which enabled the team to critically assess the data reported by FRC and its partners. Although beneficiaries are normally inclined to speak positively about the projects, the fact that all beneficiaries interviewed in Uganda and Liberia made positive assessments of project outcomes, and the fact that they often acted spontaneously and proved to be consistent when probed, made the team conclude that project outcomes were positive from the perspective of the beneficiaries.

Trainees told the team about their improved self-esteem and ability to participate in community matters and about improvements related to their health and nutrition. Most of the refugees who have undergone business training are engaged in some form of income generating activities. Box 1 contains typical statements from beneficiaries and stakeholders of the projects in Uganda.

## Box 1: Beneficiaries and stakeholder's assessment of outcomes from projects in Uganda

In Nakivale stakeholders appreciate FRC's teaching of FAL and EFA: "We have so many nationalities around and this poses a challenge. Literacy teaching enables us to communicate well with refugees. This has increased our access to refugees", reported by ARC staff.

Beneficiaries expressed gratitude for having learnt how to read and write either in their mother tongues or in English, Swahili or French. Some benefits mentioned include ability to help their children with school work, ability to read road signs and to communicate with other nationalities within the settlement.

A male refugee from Congo said "I had studied nursery teaching back home in Congo, but when I came to the settlement, I was taught English and now I am able to translate my teaching knowledge from French to English and I am teaching at Voice of God Nursery school".

Beneficiaries report that they apply what they have learned about the environment, improved agricultural practices, sanitation and hygiene and nutrition. An Ethiopian Refugee reported: "Previously I did not know about good nutrition but now I know. I also learnt the importance of children sleeping under a mosquito net and since then my children stopped falling sick".

Business skill training is helping to build self-reliance. Beneficiaries said; "After I started training, I learnt that with little money, one can start a business", said a female Congolese refugee. "I learnt how to save money and avoid wasting it", said a male Congolese refugee. "My life has improved ever since I started the training early this year (2016). I am able to get what I want because I earn through my baking business". (Female youth refugee of Congolese origin).

Also in Kyangwali, Beneficiary testimonies indicate positive outcomes of the project. One stated: Currently, I buy charcoal at UGX 20.000 and sell at UGX 30.000. I profit UGX 10.000 which I use to provide food for my family. I was also able to provide solar power for my family. A South-Sudanese female refugee: Knowing about hygiene has reduced the illnesses that affect my children. All my children are in school because I can afford their education. Basically I don't lack anything in my home because of FRC."

Members from Tugonzagane Farmers Group expressed that "we have enough food to eat and some to sell to take our children to school. Food production is generally higher among group members as compared to non-group members because FRC provided us with training and knowledge of farming."

FRC used the PRA methodology in training group facilitators, which provided a foundation for self-reliance and cause some change among groups. Members reported: "In Mukoranga, people (refugees) used to cut each other with machetes due to conflict that they come with from their home countries but this has stopped. We use drama to reach these people. We use the real life examples to create scenes to educate the community and it has worked". Another facilitator said: "I have learnt a lot from FRC like knowing how to plan for my day and time. I have not seen anything like this before, because other organizations do not train us like FRC does".

In Liberia regular participation at the Study Circle sessions was observed for 75% of all planned activities. Even learners with lower attendance have achieved skills that are useable and benefit them in everyday life: for example: reading and writing own name and short words; knowing number values and their sequences; ability to make single digit calculations; and using English words with confidence.

**Findings from the field studies indicate that the FRC programme is sensitive to and contributes considerably to cross-cutting objectives.**

The FRC-NAEAL project team has developed a field testing tool (Annex 5) to assess learners' literacy and numeracy skills. The test of learners shows that literacy training changes skills at all levels and subjects. The most significant change is related to calculations and ability to apply calculation skills to money management and even simple business.

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

The external evaluations reviewed do not specify whether or how the projects address cross-cutting objectives. Nevertheless, findings from the field studies indicate that the FRC programme is sensitive to and contributes considerably to cross-cutting objectives.

The projects visited are reducing inequality by empowering refugees, who are among the poorest in the local settings. The project beneficiaries include vulnerable groups like aged, blind and deaf. The Liberia programme in particular has been able to address lateral risks to communities thanks to the Study Groups and by creating Idea Centers: new material was introduced to deal with the Ebola pandemic, by describing practices and by improving the flow of information.

Discussion and community observation activities on environmental hygiene are included in the curriculum to create awareness and encourage good environmental practise (Described in the 2015 Annual Report and confirmed through the team's interviews and observations). The learning activities themselves do not produce any environmental waste.

Gender issues are addressed in various ways depending on the context; for example, in training courses. In Liberia the project visited has balanced the number of men and women, while the projects visited in Uganda train and empower more women than men. There are many challenges: for example, only 3 out of 20 instructors in Kyangwali in Uganda are women. Female instructors often give up because of their domestic work load.

Climate sustainability is integrated in the training courses, where groups learn about the importance of environmental protection and plant trees. The project in Liberia is particularly strong on cultural sensitivity, as it involves traditional leaders through the Learning Management Committee (LMC) to cover the needs of Ivorian refugees, who must speak French to enable their return to their country of origin, as well as supporting the Liberian villagers have participated in the teaching of reading and writing in French so as to be able to travel and trade across the Liberian and Ivorian border.

### **Test of assumptions**

The four main assumptions embedded in the ToC are all related to achievement of outcomes and can be assessed or tested on the basis of the findings related to outcomes:

1. Lack of basic education and life skills are the main drivers of vulnerability and poverty among refugees.



It has been found that basic literacy education and provision of life skills to refugees, including to the most vulnerable among them enable them to improve their situation considerably. Thus, this assumption holds.

2. Basic education and practical skills training lead to positive changes in attitudes, self-confidence, and behaviours of refugees.

The team has found numerous examples of basic education and practical skills training leading to improved self-esteem and empowerment of refugees, including marginalised groups among the refugees. Thus, this assumption also holds.

3. Education and training will enhance refugees' access to markets, economic resources and services necessary to improve livelihoods.

The team has found some examples of refugees that have improved their access to resources due to education and training. However, there are also cases of where refugees are unable to get access to resources regardless of whether they are skilled or not. It seems that this assumption has to be qualified as education and training in some cases is not sufficient to get access to resources.

4. Practical learning is best achieved in group settings on the basis of mutual interest and equal participation.

The evaluation has found that valuable practical learning has been achieved in group settings on the basis of mutual interest. However, it has not applied a comparative approach, thus it is not possible to determine how far group settings on the basis of mutual interest is the best method.

### **Capacity building of partners for delivering services**

Some of the external evaluations reviewed addressed the capacity building of partners. The evaluation of Building up Livelihood Skills with Adult Literacy in Sierra Leone found that partner organization capacity for conducting FAL and undertaking non-formal training has been developed (Seppänen 2011). A thematic evaluation of the use of the approach to community development and social change, Reflect, in Sierra Leone found that the implementing organisations had learned from partnership with FRC. However, this learning was based on these organisations being contracted to implement specific projects and the evaluation points to the need for developing sustainable capacity (Upton 2012).

In Uganda national CSOs are not allowed to work with refugees, so FRC has had to implement directly. Nevertheless, FRC has collaborated with the Ugandan NGO, Refugee Law Project. Capacity building has taken place at group level where FRC facilitators train groups in the refugee settlements.

FRC's Liberian partner, NAEAL, has existed since 1977. Although it has experienced difficulties, the support provided by FRC has been key to NAEAL's longevity. Due to the collaboration with FRC NAEAL has emerged as an operational local NGO and regained some of the confidence and coverage which it had in its early years. While NAEAL receives larger donations from other organizations, FRC has provided a reliable multi-year support and has invested in technical and financial systems, which according to the management of NAEAL has been decisive.

## Capacity building of partners for advocacy

Three external evaluations address advocacy. The evaluation of Building up Livelihood Skills with Adult Literacy in Sierra Leone records one case of partner organization advocacy (for adult non-formal education). However, FRC does not seem to have had a major role in developing capacity for advocacy (Seppänen 2011). The thematic evaluation of Reflect in Sierra Leone found that Reflect circles had not yet inspired much advocacy or communal action to challenge the existing order (Upton 2012). The Evaluation of the 'Adult Education to Support Social Reintegration and Rehabilitation Program' in Liberia found that NAEAL had not fully grasped the importance of policy advocacy and the need to get out of the office and engage with other stakeholders in a more proactive way or does not have the personnel capacity (Reeler 2013 p. 38). The team found that NAEAL had improved considerably as it had worked on the formulation of the national policy on adult literacy (fully acknowledged and much appreciated by the Government), it had contributed to relevant sections in the Poverty Reduction Strategy, and it had participated in national meetings at which education and gender were mentioned - which are current priorities for the President of Liberia. The presence of senior FRC personnel in Monrovia is also key. FRC was also able to speak on behalf of the refugees in relation to the work of UNHCR and of UNMIL, with whom it enjoys good relations. This extends to the way in which the role of the country Representative, as Consul for Finland, is used to convey key messages to visiting officials - not least the President of Finland Tarja Halonen in 2009. FRC is well represented at diplomatic level and through relations with key stakeholders, including in the business community.

The projects in Uganda have done little advocacy. Although FRC Uganda has not done much advocacy, it initiated and participated in the selection of the refugee woman of the year in Uganda. In Kyangwali, the project emphasised media interventions with literacy programme's broadcast live on the local FM radio stations, in 2010 to 2012.

## Factors that influenced successes and challenges

Based on the assessment of the projects, the underlying reasons in the success are 1) the projects are highly relevant, they match well with demand, 2) the project designs are appropriate and implemented by a committed, professional and competent team. In management jargon FRC is doing the right things and doing things right.

Factors that help in achievement of positive results include:

- The organisation has a lean structure, which facilitates management and reduces costs.
- Professional field based staff monitor group activities daily.
- Interventions are based on beneficiary need identified using participatory methods
- The nature of the settlements allows relatively easy follow-up.

In Uganda, all project team members have a relevant educational background, mainly in adult education. Some of them have worked with FRC for 5-6 years, and even longer with refugee issues.

Lack of resources is the main factor hampering the organisation from achieving more. The growing refugee population in Uganda is an increasing challenge to projects that will have to cut their resources. The overall number of refugees in Uganda is 0.5 million and some 65,000 more are expected in 2016. In 2015, 30,000 more arrived in Nakivale alone. The growth in numbers depends largely on the situations in Burundi and South Sudan.

Scarce human resources employed in the projects are the main bottleneck. The entire programme relies on human resources, as there is very little investment. FRC has problems in responding to the growing demand for increased compensation from project teams and instructors, when funds are being cut.

RWC in Juru, Nakivale, pointed out following challenges: no continuous support after business training, lack of shelter in some classes, pay for the instructors is low thus decreasing the motivation of instructors, when the instructor is in training it is difficult to sustain the family. RWC wished that a third, advanced level be added to the training programme. In Kyangwali, the access to the settlement has been difficult with bad roads especially during the rainy season. Some learners have so traumatic experiences that it is difficult for them to concentrate in training.

In Liberia the main factors for success are to be found with the continuity of staff and the close-knit nature of the team, cutting across NAEAL and FRC. This leads to the assimilation of large amounts of knowledge and considerable cultural alignment. The methods and structure are relatively straightforward, so there are few opportunities for the team to deviate from the plan.

The adverse factors include the remoteness of the communities, and the logistical challenges of delivering the work. This is more a question of times of travel and constraints on equipment, particularly vehicles, but also the stamina of the personnel. There is also a consistent demand for the Facilitators to be better compensated due to the arduous tasks of learner mobilisation (which includes house visits before the sessions) but this is not identified by the team as being a major issue - as long as there are no opportunities for competing NGOs to offer higher incentives.

### **Partners' benefits from links to FRC**

None of the external evaluations reviewed address how partners benefit from links to FRC which has no partner in Uganda. However, the field study in Liberia found that the relationship between NAEAL and FRC was key to the achievement of NAEL's goals. FRC provided financial support and continuous technical training and assistance. The relationship between FRC and NAEAL is well designed to ensure the optimal level of accountability and proximity to the operations (especially since NAEAL was the sole implementing arm of the Adult Literacy project over the period of evaluation), while respecting NAEAL's autonomy. NAEAL has over the years diversified its funding sources, but this is in great part attributable to the work of FRC which could be a key element of a shift to private sector funding as FRC brings the right level of "local content", but with the guarantees of an international organisation such.

**The relationship between NAEAL and FRC was key to the achievement of NAEL's goals.**

## Conclusions and recommendations on effectiveness

External evaluations dealing with outcomes generally assess them positively. The team concluded that project outcomes were very positive seen from the perspective of the beneficiaries. Trainees got better self-esteem, were able to participate in community matters and improved their health and nutrition. Most of those who have undergone business training are engaged in income generating activities.

However, the evaluation studies do not take a systematic critical approach to assessing outcomes. They do not attempt to quantify the share of trainees who apply their skills for certain purposes. It is concluded that it is necessary to make a more critical and systematic assessment of the outcomes and how far they contribute to project objectives.

**Recommendation 5:** FRC should undertake systematic studies (such as tracer studies) focussed on assessing the validity of the beneficiaries' defined outcomes.

Findings from the field studies indicate that the FRC programme is sensitive to and contributes considerably to cross-cutting objectives. Community observation activities on environmental hygiene are included in the curriculum to create awareness and encourage good environmental practice. Gender issues are part of the curriculum of training courses and the numbers of men and women trained are balanced. Climate sustainability is integrated in the training courses, where groups learn about the importance of environmental protection and plant trees.

In Uganda national CSOs are not allowed to work with refugees, so FRC has had to implement directly. In Liberia a considerable effort had been made to improve the capacity of the implementing partner for service provision as well as for advocacy and impressive results have been achieved. External evaluations of projects in Sierra Leone indicate that more could be done for developing sustainable capacity, especially for advocacy.

**Recommendation 6:** FRC should develop and implement a strategy for developing CSO partners' capacity for advocacy.

In Liberia the relationship between NAEAL and FRC was key to the development of NAEAL and the achievement of its goals.

## 4.4 Impact

Few of the evaluation studies reviewed provide findings on impact. The evaluation of Building up Livelihood Skills with Adult Literacy found that the project had contributed to a reduction in conflicts and that democracy has been promoted because community members accept they have to pay taxes (and thus accept their role as citizens), and start to oppose social vices like trafficking (Seppänen 2011). Likewise, the evaluation of the Adult Education Project

in Nakivale Refugee Settlement identified a reduction in hostilities between national groups which do not normally relate well to each other; increased participation in community governance and development activities, and increased collaboration especially among working in groups for mutual support and socio-economic development (Okech and Zaaly'embikke 2013). The 2010 Review in Liberia stated that it assumed that the literacy cycle had a significant impact on the overall educational level of community members. However, it did not have exact baseline data, evaluations of the individual cycles carried out, or a meta-evaluation. An external evaluation of Adult Education to Support Social Reintegration and Rehabilitation Program in Liberia conducted in 2013, quoted in Box 2 illustrates very well some of the impacts being achieved by the FRC programme as a whole.

### **Box 2: Key Indications of Impact from the Adult Education to Support Social Reintegration and Rehabilitation Program in Liberia**

'The fact that the learners know how to hold a pen, how to trace letters of the alphabet and how to write their own name are milestone achievements. Some indicated they no longer need translators . . . that they can sign by writing their names rather than use a thumbprint . . . is significant in terms of being treated with dignity and improved self-image. The fact that learners can count to a hundred and understand how to work with numbers means they can manage their money more effectively. Now that they understand numbers, learners are for the first time in their lives able to use a cell phone. This will understandably have a major impact on their interconnectedness with the world around them.

The acquisition of these new skills has had a significant impact on their attitude and behaviour, as many learners feel more empowered and have an increased confidence in themselves. An example is that the learners (especially the women) now choose to sit in the front at town meetings and no longer hide quietly in the back seats. They are more comfortable to talk in meetings and appreciate that their opinions are considered. They feel 'stronger' to take on leadership roles and are being invited to represent their villages in meetings with other communities (whereas before, this task was reserved for the 'educated' people in the community) .

A marked shift at the village level is community members' ability to settle disputes and conflicts in an amicable way. In most villages, the evaluators were told there are far less litigation cases since the start of the adult literacy component. In one village the more active learners have taken on the role as 'peace ambassadors', who help with the resolution of conflicts.'

Quotes from Reeler et al. (2013 pp. 27-28).

The evaluation quoted in Box 2 also found evidence of similar changes at community level in Liberia and Uganda: socio-economic development due to increased incomes from small businesses, more attention to education of children (parents encourage them to study, assist them in their homework, pay school fees), increased participation in development activities.

In Liberia the evaluation found that producer prices of raw rubber products, the principal cash crop in the region, had been increased. The producers, who had previously been illiterate, described how they had been cheated by traders because the producers had been unable to check the weighing scales. When the producers learned to check the weights they were able to increase their income

**Very positive change in power relations were reported everywhere.**

**None of the partners have sufficient ownership to be willing to provide the necessary resources for continuing the projects or part of them when FRC leaves.**

without increasing production, a key gain achieved despite of falling commodity prices.

NEAL is a part and parcel of Liberia's emerging civil society, while the projects in Uganda do not contribute directly to a vibrant and pluralistic society. However, if and when the refugees return the projects they might form CBOs in their countries of origin.

The evaluation also sought to identify potential negative impact: possible tensions in relation to gender harmony within families or between youth and elders, and power relations to rubber traders - but very positive change in power relations were reported everywhere.

### **Conclusions on impact**

There are indications of reduction of conflicts, increased participation in community governance and development activities; and increased collaboration especially among working in groups for mutual support and socio-economic development due to increased incomes from small businesses. It is concluded that there are signs of important impacts due to the programme.

## **4.5 Sustainability**

### **Ownership**

Sustainability is only addressed by a few of the evaluative studies reviewed and is mainly assessed as the likelihood of continued implementation or the likelihood that results at beneficiary level are maintained after foreign funding ceases.

FRC is implementing the projects in Uganda. Although the partnership with GoU and development partners is strong, none of the partners have sufficient ownership to be willing to provide the necessary resources for continuing the projects or part of them when FRC leaves. However, there is strong ownership at the level of beneficiaries. It is the assessment of the evaluation that the clear ownership and financial viability of the businesses established by refugees and local community members will likely ensure their continuation. It is, nevertheless, unlikely that study circles and CIGs will be continued without support from FRC. The evaluation of Build-up Livelihood Skills with Adult Literacy project in Sierra Leone reach similar conclusions (Seppänen 2011).

NAEAL has strong ownership of the project in Liberia, but it does not have the financial resources to continue implementation once FRC funding ceases. The participants' ownership to the study circles in Liberia is high due to the value they see in the skills shared and how they see this as a way of connecting to the outside world - of donors and economic activity. The evaluator asked whether the communities would contribute to this expenditure, however, due to the poverty of these communities this was not envisaged by the learners or the Learning Management Committee (LMC). This is in line with the findings from the mid-term review conducted in 2010, which found a sometimes a "schizophren-

ic” ownership of the project: the community expressed a high willingness to continue the process without further assistance (high sustainability) and on the other side a high demand for further assistance, especially in the areas of incentives (Bonse, et al. 2010 p. 27).

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

NAEAL started working with FRC as a national implementing partner in 2003 and also receives support from eight additional donors: the largest being UN Women. Nonetheless, FRC has been an anchor partner as its support includes more than financial aid: covering technical assistance, on-the-job training, and provision of specialist training workshops.

Overall, the team concludes that the financial sustainability of FRC projects depends on external funding from donors. As a direct consequence of cuts in MFA funding, the projects in Kyaka and Kyangwali will close in March 2017 and other projects in Uganda will have fewer learning groups.

Improving socio-economic status of the beneficiaries strengthens the potential for sustainability. What is learned will most likely be sustained by individual beneficiaries while sustainability of trainings without external support will depend on specific groups, how these are organised and whether willing or able to carry on.

The use of the French and English languages is a central element for integration into the West African society and economy for the refugees and the community members who have benefitted from the project. The refugees have expressed a desire for continuing to use the manuals after crossing the borders, while many Liberians are also participating in the French lessons.. It should be noted that both the refugees and the Liberian host communities speak the same dialects within their homes, as the borders are artificial historical constructs.

According to facilitators in Kyangwali, if FRC stops now, the groups will still continue. The use of instructors drawn from among the refugees implies that these instructors will be an asset to the groups even after FRC leaves. Support is needed mostly for saving and loan groups (SLG) and marketing. The facilitators consider FRC support important at the psychological level. No one else is giving the kind of training provided by FRC. In Tugozangane CIG, the members think they still need FRC support. However, they are confident the group will not collapse when FRC stops. In Raha SLG, the members wanted FRC to strengthen sustainability by connecting the SLG with a bank, which the FRC team is currently working on.

Instructors are not particularly preoccupied about losing their ‘jobs’ when FRC projects stop. They believe other organisations could use their skills.

The concept of sustainability in refugee-oriented projects is different from that in development interventions. This is explained in the FRC strategy: “the sustainability of the programme is based on the approach model itself and on selected activities, most of them identified directly by beneficiaries themselves. Supporting refugees and returnees is based on temporary or one time support to avoid dependency. In post-conflict areas the programme strengthens

individuals and communities' capacities to peaceful conflict solution and coexistence. This is essential for building sustainable peace and creating conditions for sustainable development in longer term." (Annex 3 - Sustainability of Finnish Refugee Council (FRC) Programme). The Development Cooperation Programme of FRC is partly carried out in an environment which is temporary in nature. Refugee camps and settlements are, in principle, temporary solutions and it is always intended that they will eventually be closed. In this regard, refugees are empowered to make an informed choice on whether to return, and if so, when and to where, and are given opportunities to re-establish meaningful and productive lives, through access to livelihoods opportunities. However, it is worth noting that in several parts of the world, protracted political and social instability is creating long-term refugees with little or no hope of being able to return to their countries of origin. There seems little doubt that new refugee paradigms will need to be developed.

### **Exit strategy**

Exit plans are under preparation for the projects in Kyaka and Kyangwali in Uganda, which will close in March 2017. On the other hand, there are in Liberia no plans to hand over any of the programmes to NAEAL or to the communities. This is due to the fact that there are currently no sources of alternative funding in sight.

The most probable source of funding outside donor development assistance is from the commercial sector, mainly from mining projects and plantations (loosely called "concessions" in Liberia), and from some consumer oriented groups, such as the telecoms companies. These companies need forms of social organisation to either enable them to consult in collective and transparent terms with the communities regarding negative impacts of their industry, or on creating development opportunities. The Study Circles represent an opportunity to do so outside the highly manipulated environment of state or customary social structures. There is also an opportunity to engage with consumers through spreading skills, such as numeracy for users of mobile phones. These are currently being considered in Liberia, and there has been one case of such work performed by NAEAL, with the support of FRC, in relation to a palm oil plantation. This enabled the company to fund the activities. However, no concrete action, which could lead to an exit strategy, has yet been taken.

It should be noted that in the assessment of the evaluators this would mean that FRC might have to become a stable and significant partner in a new relationship. It would be potentially very fraught for a national NGO, and even more so for the Study Circles, to have to engage on their own with large businesses, whose interests only partly overlap with those of the communities. The arbitration and monitoring role of FRC, or even its guarantee as an international organisation, would be key.

### **Conclusions and recommendation on sustainability**

None of the partners or other stakeholders have the resources to continue implementation without external funding despite of the fact that some of them have strong sense ownership. In this sense the concept



of sustainability in refugee-oriented projects is different from development interventions. At the level of beneficiaries there is clear ownership and it is likely that this will ensure the continuation of the small businesses established, if they are financially viable.

Exit plans are under preparation in Uganda, however, in Liberia an exit plan has not yet been prepared.

Recommendation 7: FRC should review its current activities relating to sustainability and develop explicit and coherent exit strategies for the countries still without such strategies, such as Liberia.

## 4.6 Complementarity, Coordination and Coherence

None of the external evaluations reviewed address the complementarity, coordination and coherence of FRC's programme. Thus, the assessment of these issues is based on the team's findings from the field visits Uganda and Liberia only.

The projects in Uganda participate in monthly coordination meetings chaired by OPM and UNHCR. Through literacy training FRC projects contribute significantly to development partners' coordination, as it is easier for them when beneficiaries can express themselves in English. The Commandant of the Kyangwali settlement wished that FRC shared its monthly and quarterly work plans with other partners. FRC reports are received but it is not enough. UNHCR echoes this. UNHCR finds the working relationship with FRC very good. FRC participates in monthly coordination meetings. Since 2015 there are livelihood meetings, mainly to avoid overlap. Communication with FRC is fluent. Partner groups visit villages together and do a joint survey once a year. Some partners 'snatch' FRC instructors. This is not necessarily a bad thing, as the instructors will continue to use their skills for the benefit of refugees somewhere else.

There is also considerable coordination in Liberia between the project and UNHCR in the camps, where staff participate in monthly meetings and are given access to key UNHCR information. There is openness on the part of UNHCR to see FRC operating as a channel for information. UNHCR appreciates the presence of an organisation dealing with education.

The Ministry of Education participates in the monitoring of the programme, and in meetings organised by NAEAL and FRC. There are no cases of overlap with the other main adult literacy programme in the country, Advancing Youth Program, due to the geographical division of labour (and the risk will recede further after June as this United States Agency for International Development's programme will close).

In Uganda, there has been very little collaboration with other Finnish organisations. This is mainly because there are very few Finnish organisations working in Uganda and none in the areas where FRC is active.

In Liberia the adult literacy sector is in fact highly complementary to the activities in public education, both private and public, simply because there is no funding apart from two other donor bilateral initiatives, and stakeholders are

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highly appreciative of FRC's contribution. FRC and NAEAL have been able to provide formal and informal information to the two other Finnish organisations present in the country, FinnChurchAid and Crisis Management Initiative (although the latter programme has been closed). This is done in terms of experience, contacts, and also by virtue of the fact that the Country Coordinator is also Consul of Finland.

### **Conclusions on complementarity, coordination and coherence**

The projects in Uganda and Liberia participate in the mechanisms for coordination between development partners and the host governments including monthly meetings and joint monitoring visits. The FRC programme in Liberia is complementary in relation to government education programmes. It is concluded that the level of coordination and complementarity is satisfactory under the difficult circumstances in which FRC is operating.

## 5 LESSONS LEARNT

### **Functional adult literacy can be a powerful tool**

It has been learnt that the teaching of functional adult literacy can be a powerful tool for social empowerment. Learners get increased confidence in themselves and are empowered to take action to solve practical problems as well as to express themselves. This has enabled learners to address a number of important practical issues like developing their businesses, supporting their children's education or avoiding diseases.

### **... however, promoting CSOs acting as agent of change can be challenging**

The ability to read and write can also make people understand their political and social rights. However, it has been learnt that empowering individuals is not sufficient to enable learners to claim their rights because they have been unable to establish or join CSOs acting as agent of change, which is a precondition for having a wider social impact (and which is the immediate target of development cooperation in the HRBA). Thus, in a country like Uganda, where refugees are not allowed to establish CSOs, refugees are unable to claim their rights effectively. This leads to the third broad lesson, which refers to the operational environment of FRC.

### **Contributing to a vibrant and pluralistic civil society is difficult in situations of varying fragility and instability**

FRC does not operate under "normal" development conditions; but works in situations of varying fragility and instability. Thus, in Uganda government does not permit national CSOs to implement projects in the refugee settlements and refugees are not allowed to establish CSOs. Under such conditions it is not possible for the FRC programme to develop the capacity of CSOs that act as agents of change and thereby contribute directly to the overall development cooperation objective of Finland's support to civil society, 'a vibrant and pluralistic civil society'. Thus, Finland's policy for support to civil society does not take account of the fact that Finnish CSOs sometimes work in fragile and instable situations.

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# THE EVALUATION TEAM

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

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

**Emery Brusset** specialises in impact investment and evaluation of social development interventions, with a focus on complex environments - either fast moving, or conflictual. After a brief career in UN humanitarian missions in Iraq, Bosnia, Sudan and Rwanda, Mr Brusset became an independent evaluation consultant in 1994, working for Governments, the UN and NGOs, and progressively developing social assessments for the private sector (primarily oil and gas, mining, and consumer goods). He has participated in 80 evaluation assignments, has published on the subject in peer reviewed publications, and facilitated many training courses. He established Channel Research in 1998, which he sold to Palladium in 2014. He is now the Director of Social Terrain. Mr Brusset is a French national and a graduate of Yale University and the London School of Economics.

# ANNEX 1: TERMS OF REFERENCE



ULKOASIAINMINISTERIÖ  
EVA-11

TERMS OF REFERENCE EVALUATION UH2015-018499  
2.10.2015  
V 5.0

UHA2015-018508, 89892638

## Evaluation of the program based support through Finnish Civil Society Organizations

### 1. BACKGROUND

Civil society actors are an essential and integral element of Finland's development cooperation in its entirety. The role of Civil Society Organizations' (CSO) - domestic, international and local in developing countries- has been increasing in Finland's development cooperation during the last years together with the total share of ODA channeled through them which was 14.6% (180 MEUR) in 2014. However due to the recent budget cuts to the Finnish Development cooperation by the government of Finland, cuts in Civil Society funding are also envisaged. The CSOs work in various thematic areas; civil society capacity building, advocacy as well as poverty reduction and public services in developing countries.

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

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

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

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

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

## 2. CONTEXT

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

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

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

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

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

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

### **Results-based management in Finland's development cooperation**

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



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

## **The Partnership Agreement Scheme**

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

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

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

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

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

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

## **The Support to Foundations**

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

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

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

### **The Umbrella organizations**

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

### **DEMO**

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

## **Programmes of the selected 6 organizations for the programme evaluation:**

### **Crisis Management Initiative CMI**

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

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

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

### **Fairtrade Finland**

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

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

### **Finnish Evangelical Lutheran Mission FELM**

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

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

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

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

### **Finnish Refugee Council**

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

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

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

### **Taksvärkki (ODW Finland)**

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

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

### **WWF Finland**

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

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

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

## **3. PURPOSE AND OBJECTIVES**

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

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

*The objectives* of the evaluation are

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

#### 4. SCOPE OF THE EVALUATION

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

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

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

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

#### 5. THE EVALUATION QUESTION

The following questions are the main evaluation questions:

**Component 1:**

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

## **Component 2:**

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

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

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

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

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

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

### **The Priority issues of the CSO programme evaluation:**

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

#### Relevance

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

#### Impact

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

### Effectiveness

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

### Efficiency

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

### Sustainability

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

### Complementarity, Coordination and Coherence

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

## 6. GENERAL APPROACH AND METHODOLOGY

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

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

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

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

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

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

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

## 7. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

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

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

### 1. Start-up

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

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

**Venue:** MFA, Helsinki.

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

### 2. Inception phase

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



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

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

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

**Venue:** MFA, Helsinki.

**Deliverable:** Evaluation plan and the minutes of the inception meeting

### 3. Implementation phase

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

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

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

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

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

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

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

### 4. Reporting and dissemination phase

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

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

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

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

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

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

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

The MFA also requires access to the evaluation team's interim evidence documents, e.g. completed matrices, although it is not expected that these should be of publishable quality. The MFA treats these documents as confidential if needed.

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

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

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

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

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

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

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

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

## 8. EXPERTISE REQUIRED

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

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

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

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

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

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

## 9. BUDGET

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

## 10. MANAGEMENT OF THE EVALUATION

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

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

The members of the reference group may include:

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

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The tasks of the reference group are to:

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

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

## 11. MANDATE

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organizations. However, it is not authorized to make any commitments on behalf of the Government of Finland. The evaluation team does not represent the Ministry for Foreign Affairs of Finland in any capacity.

All intellectual property rights to the result of the Service referred to in the Contract will be exclusive property of the Ministry, including the right to make modifications and hand over material to a third party. The Ministry may publish the end result under Creative Commons license in order to promote openness and public use of evaluation results.

## 12. AUTHORISATION

Helsinki, 2.10.2015

Jyrki Pulkkinen

Director

Development Evaluation Unit

Ministry for Foreign Affairs of Finland

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## Reference and Resource material

### DEVELOPMENT POLICY PROGRAMMES OF FINLAND

Development Policy Programme 2004

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

Development Policy Programme 2007

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

Development Policy Programme 2012

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

### Guidelines and policies

Evaluation Manual of the MFA (2013)

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

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

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

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

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

Guidelines for Civil Society in Development Cooperation (2010)

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

Ministry for Foreign Affairs' democracy support policy (2014)

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

Instructions concerning the Partnership Agreement Scheme (2013)

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

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Thematic policies and guidelines

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

### **Evaluations and reviews**

Independent Review of Finnish Aid (2015)

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

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

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

Evaluation: Finnish NGO Foundations (2008)

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

Evaluation: Finnish Partnership Agreement Scheme (2008)

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

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

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

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

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

# ANNEX 2: EVALUATION MATRIX

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

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



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

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

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

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# ANNEX 3: PEOPLE INTERVIEWED

## FINLAND

### Ministry for Foreign Affairs of Finland

Jyrki Nissinen, Director

Anu Ala-Rantala, Senior Officer

Mirja Tonteri, Senior Officer

Katja Hirvonen, Programme Officer

Elina Iso-Markku, Programme Officer

Tessa Rintala, Programme Officer

### FRC Finland

Ms Leena Kumpulainen, Head of International Programme

Ms. Outi Perähuhta, Planning Officer

Mr. Massimo Lanciotti, Advisor

## UGANDA

### FRC Uganda

Tarja Saarela-Kaonga, Resident Representative in Uganda

Judith Akite, Project Officer, FRC Nakivale Project

Patrick Rwabwogo, Field Coordinator / Business Trainer, FRC Nakivale Project

Joanita Nanyonjo, Youth Coordinator, FRC Nakivale Project

Everlyne Kabasiita, Community Development Officer for FAL & EFA, FRC Nakivale Project

Evelyn Kabasita, Community Development Officer, FRC Nakivale

Francis Tonny Ocungi, Project Manager, FRC Kyangwali Project

Perez Wasengela, Community Development Officer for FAL and EFA, FRC Kyangwali Project

Ronald Byamukama, Agriculture extension Officer, FRC Kyangwali Project

Johnny Obaca Ocen, Business Trainer, FRC Kyangwali Project

### UNHCR

Katande Bornwell, Deputy Country Representative (Operations)

Tesfaye Makonen, Senior Programs Officer

Daniel Roger Tam, Field Officer, Refugee Law Project

Dolan Chris, Director

Johansen Kasenene, Assistant Team Leader, Kyangwali refugee settlement

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## **Office of The Prime Minister**

David Apollo Kazungu, Commissioner for Refugees

## **OPM**

Charles Bafaki, Principle Settlement Officer

Darlson Kusasira, Community Services Officer

Nelson,

John Bosco, Senior Resettlement Commandant, Nakivale Refugee Settlement

Pauline Abina, Settlement Commandant, Kyangwali Refugee Settlement

## **NGO Forum**

Job Kijja, Coordinator, Citizen Mobilization

## **American Refugee Committee**

Mr. Deusdedit Kiwanuka Kyakuwa, GBV Prevention Coordinator/Acting. Area Coordinator, Nakivale Settlement

## **Beneficiaries**

2 males, 9 females, Misera B village, Nakivale, Buhumuke FAL group

1 female, Gambela Base Camp V, FAL Graduate

2 females, 6 males, Base Camp, Youth club

5 females, 3 males, Rubondo, FAL Graduates

10 females, 5 males, Life Centre , Business Skills Learning group

2 females, 7 males, Base Camp II, EFA Graduates

1 female, Base Camp II, EFA Graduate

16 females, Ngarama subcounty, Isingiro District, Ugandan (nationals) beneficiaries

1 male, Nakivale, Youth group

1 female, 7 males, Juru, RWC

4 females, 5 males, Mapambazuku, SLG members

1 male, Nyaragugu, SLG member

1 female, Nakivale, Business skills graduate

3 female, 9 male, Nakivale, FAL Instructors

2 females, 5 males, FRC Kyangwali, Facilitators for CIG

4 females, 5 males, Nyampindu Village , Raha Common Interest Group, Kyangwali Settlement

15 females, Kyebitaka village, Malisho Bora CIG

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10 females, 6 males, Kyangwali, FAL graduates  
13 females, 19 males, Kyebitaka, PROGRESS EFA class  
1 female, Kagoma village, UMOJA old CIG  
1 male, Kinakyeitaka, FAL graduate  
2 females, 9 males, Tugozangane, CIG members  
6 females, 7 males, Kyabitaka, Disabled group  
4 females, 5 males, Raha, SLG members  
4 females, 6 males, Kyangwali, Facilitators  
6 females, Malisho Bora, CIG members  
1 female, 9 males, Kyangwali, Instructors  
13 females, 5 males, Kentomi, FAL Class  
1 female, Nyambogo, CIG member  
1 female, Kyangwali FAL learner

### **Others**

Phillipa Baale, AAH-U, Acting Area Manager, Kyangwali  
Fabios Ndozereho, HDLG, Literacy Coordinator

## **LIBERIA**

### **FRC Liberia**

Markku Vesikko, Finnish Refugee Council, Resident Representative  
Teah Nimley, Finnish Refugee Council, Programme Officer

### **UNHCR**

Yamah Massalur, UNHCR, OiC Field Office  
James Pallah, UNHCR, Programme Assistant  
Lisa Quarshie, UNHCR, Senior Protection Officer  
Robert Talbert, UNHCR, Field Assistant

### **Ministry of Education**

Andrew Domah, Ministry of Education, Coordinator, Adult Literacy  
Francis, Ministry of Education, Director, Adult Education  
James Langah, Ministry of Education, Chairperson, Adult Education  
David Lepah, Ministry of Education, Literacy Committee Member

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## **NAEL**

Desterlyn Alle, Executive Director  
Ernest Buuduo, NAEAL, Stakeholder Monitor  
Stephen Dankuah, NAEAL, Community Monitor  
Jehoshaphat Dogoleh, Program Manager  
Edward Gbataa, NAEAL, Community Monitor  
Nathaniel Kessellie, NAEAL, Administrator/Finance Officer  
Dersa Kormah, NAEAL, Stakeholder Monitor  
Ben Nuhaan, NAEAL, Board Member  
Moses Onepound, NAEAL, Stakeholder Monitor  
Venecrous Phillips, NAEAL, Stakeholder Monitor  
Stéphane, NAEAL, Community Monitor  
Joseph Yoko, NAEAL, Programme Coordinator

## **FinnChurchAid**

Merja Jörgensen, FinnChurchAid, Director of Org. Development

## **Bahn Camp**

George Kahneh, Bahn Camp, Camp Manager  
Ferdinand Mekapu, Bahn Camp, Youth Leader  
Patricia Modah, Bahn Camp, Individual case  
Antoinette Nyapou, Bahn Camp, Individual case

## **Study Circles**

Study Circle 1, Bahn Camp, 20 persons + Leadership Management Committee  
Study Circle 2, Beatuo, 25 persons + Leadership Management Committee  
Study Circle 3, Newpea, 27 persons + Leadership Management Committee  
Study Circle 4, Old Youpea, 18 persons + Leadership Management Committee  
Study Circle 5, Botota, 15 persons + Leadership Management Committee + District Superintendent  
Study Circle 6, Beogborm, 35 persons + Leadership Management Committee  
Study Circle 7, Weleta, 22 persons + Leadership Management Committee

## **Others**

Lancedell Mathews, NARDA, Executive Director  
James Dellewoyan, Den-L, Acting Executive Director

## ANNEX 4: CONSULTED DOCUMENTS

Finnish Refugee Council. (2016a). Annual Report 2015. Project Title: Non-formal Training in Support of Livelihoods for Adult Refugees in Kyangwali Refugee Settlement.

FRC. (2016b). Annual Report 2015. Project Title: Functional Literacy and Language Training for Adult Refugees at Nakivale Refugee Settlement

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FRC. (2015c). Organogram.

FRC. (2015d). Project document: Non-Formal Training in Support of Livelihood for Adult Refugees at Kyangwali Refugee Settlement 2015-2016, Uganda

FRC. (2015e). Suomen Pakolaisavun kehitysyhteistyöohjelman palkkakulut vuosi 2015.

FRC. (2015f). Annual Results disaggregated by gender 2014-2015

FRC. (2015g). Talousraportti ohjelmasta, vuosi 2014

FRC. (2015h). Kyangwali Pathways of Empowerment documents

FRC. (2015i). Qualitative monitoring tool: Pathways of Empowerment, draft

FRC. (undated). Project document: Non-Formal Training In Support For Adult Refugees In Nakivale Refugee Settlement 2015-2016, In Isingiro District-Uganda.

FRC. (2014). Nakivale Field budget.

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FRC. (2014i). Uganda, Risk management matrix



- FRC. (2014j). Travel Report Liberia 2014, FRC Travel Report Uganda 2014
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- Mathews, L. (2002). 'Waiting for Development: Donors, NGOs and Humanitarianism in Liberia in the 90s'. IISS.
- Mubarak, B. & Nkamuhebwa, W. (2015). Mid-Term Participatory Review Report, Non-Formal Training in Support of Livelihood for Adult Refugees Project - Kyangwali Settlement. Submitted to FRC.
- NAEAL (2015) Presentation Brochure
- Norwegian Refugee Council. (2016). International Displacement Monitoring Centre report (5.2016). <http://www.nrc.no/>
- Okech A., Zaaly'embikke, M., Akite, J., Kabasita, E., Kilume Z., Birungi, C., & Bazirababo J-M., (2013). Evaluation of the FRC Adult Education Project in Nakivale Refugee Settlement 2010-2012. Submitted to FRC.
- Reeler, D., Arendse, S. & Brittijn, M. (2013). 'Evaluation of Adult Education to Support Social Reintegration in Liberia. A Centre for Developmental Practice (CDRA)
- Refugee Law Project & Finnish Refugee Council. (2015). First Quarter Report, Second, Third and Fourth Quarter Report 2015. Psychosocial support for refugee women and girls in Kampala and Nakivale refugee settlement. Functional Literacy and Language Training for Adult Refugees at Nakivale Refugee Settlement
- Sampled Education materials produced and printed for literacy, livelihoods, capacity building and the like, both for trainees/learners and facilitators.
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- Suomen Pakolaisapu ry. Viestintästrategia (2013) 2013-2015
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- Suomen Pakolaisapu ry. (2013). Kehitysyhteistyöohjelman vuosisuunnitelma 2014
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- The Office of the Prime Minister, United Nations High Commissioner for Refugees and Finnish Refugee Council. (2013). Memorandum of Understanding 2013-2015 on a project of Non-Formal Training in Support of Livelihood for Adult Refugees.
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# ANNEX 5: THE FRC-NEAL TEST OF LITERACY AND NUMERACY

The FRC-NAEAL project team has developed a field testing tool (refer to Table 12) to assess individual learners' active literacy and numeracy skills. The test tool, called Literacy Capacity Assessment - LCA, was piloted for 600 learners who had completed NAEAL learning program activities between 2011 and 2013. The test includes questions on each topic in three levels.

**Table 11:** Literacy Capacity Assessment tool for field assessment of learners.

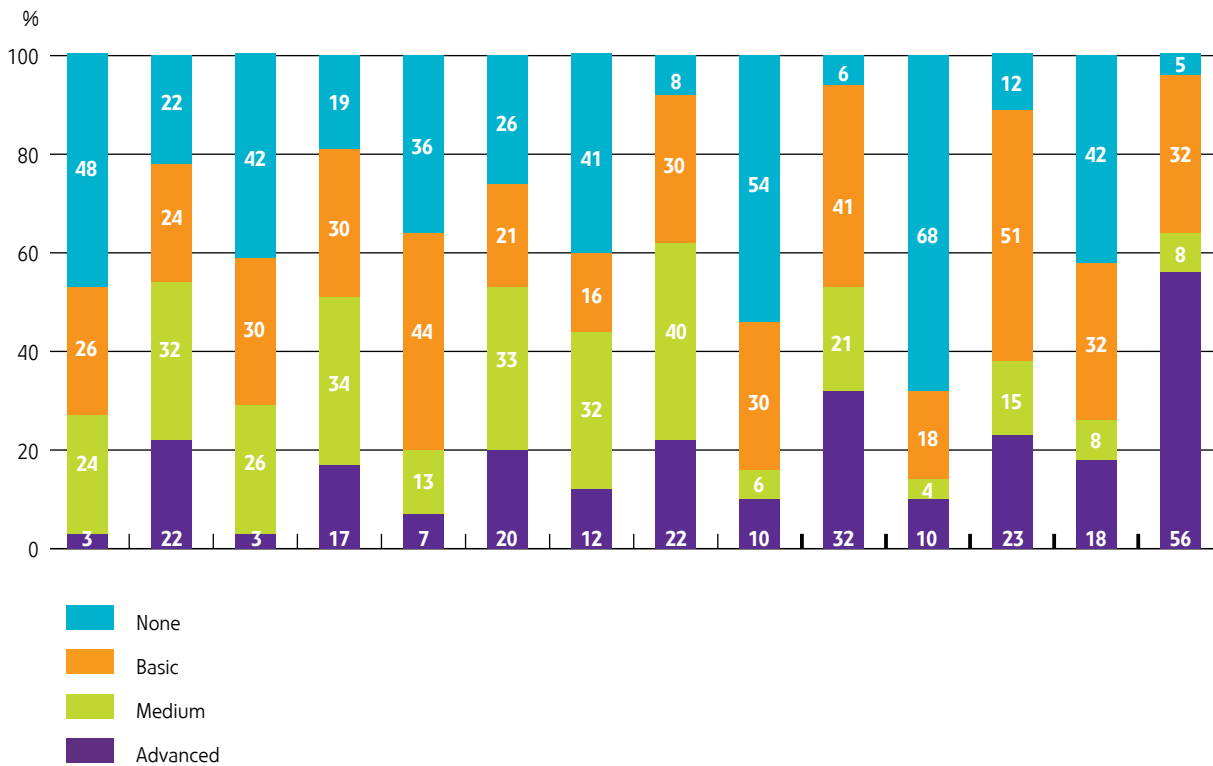
Level	Basic	Medium	Advanced
<b>Reading - oral</b>	Identify and name alphabets	Read short words	Read short sentences
<b>Writing</b>	Write orally given alphabets	Write orally given words	Write orally given sentences
<b>English – oral and writing</b>	Write names of objects on poster	Fill in missing words	Write own short sentences (3–5 words)
<b>Counting</b>	Count shown numbers on poster	Fill in missing numbers	Fill in missing tens and units (ones)
<b>Addition and subtraction</b>	Solve simple single digit calculations	Solve single + double digit calculations	Solve double + double digit calculations
<b>Multiplication and division</b>	Solve simple single digit calculations	Solve single x single digit multiplication and double / single digit division	Solve single x double multiplication and double / single division
<b>Applying calculus</b>	Single digit calculations on objects and money	Double digit calculations on objects and money	Double digit calculations including change or accumulated sale

Source: FRC, 2015 Draft Annual Report

Those who can successfully answer advanced questions are estimated to have achieved all expected learning objectives on the tested skill. On average a little over half of the tested learners demonstrated advanced or medium level skills in reading, writing, English, counting numbers, adding and subtracting numbers and applying calculus in everyday life situation tests. Multiplication and division calculations remained a challenge for most (12% fail, 51% demonstrated only basic skills).

The learning results of the Education programme that has been developed and used in Liberia have been assessed. Overall results indicate that after 9 months learning most participants have strong basic reading and writing skills; half had developed active vocabulary and sentence writing skills; good knowledge of number counting; strong numeric adding and deduction skills; half know how to multiply and divide; 30% can solve verbal counting problems with mixed multiply and divide; about 25% can solve adding and subtracting problems.

**Figure 4:** Development of learner's skills in the Education programme in Liberia.



Source: FRC, 2015 Draft Annual Report

This comparison indicates clear changes at all levels and subjects. This is most significant in calculations and ability to apply calculation skills on object, money management and even simple business.

# EVALUATION

PROGRAMME-BASED SUPPORT  
THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS I:  
FINNISH REFUGEE COUNCIL  
2016



MINISTRY FOR FOREIGN  
AFFAIRS OF FINLAND