



# EVALUATION

Programme-based Support through  
Finnish Civil Society Organizations I



Evaluation on Finland's Development Policy and Cooperation

**2016/4f**



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# EVALUATION

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

**WWF Finland**

Merja Mäkelä (team leader)  
Henna Tanskanen (team member)



**2016/4f**

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

ISBN 978-952-281-493-7 (pdf)

ISSN 2342-8341

Cover design and layout: Innocorp Oy/Milla Toro

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# ACRONYMS AND ABBREVIATIONS

€	Euro
BWI-NAC	Building and Wood Worker's International, Nepal Affiliate Committee
BZUG	Buffer zone user group
CO <sub>2</sub>	Carbon dioxide
CUPPEC	Central Union of Painters, Plumbers, Electro and Construction Workers
CEO	Chief executive officer
CS	Civil Society
CSO	Civil Society Organization
CEAI	Coastal East Africa Initiative
CBAPU	Community based anti-poaching unit
CBFM	Community based forest management
CBO	Community based organization
CFCC	Community Forest Coordination Committee
CFUG	Community forest user group
CBNRM	Community based natural resource management
CAWUN	Construction and Allied Workers Union Nepal
CCO	Cross-cutting objective
DAC	Development Assistance Committee
EA	East Africa
ERPD	Emission Reduction Programme Document
ERPIN	Emission Reduction Programme Idea Note
FCSO	Finnish civil society organization
FPAN	Family Planning Association of Nepal
FSC	Forest stewardship council
GESI	Gender equality, social inclusion
GI	Global initiative
ICIMOD	International Centre for Integrated Mountain Development
LIDAR	Light detection and ranging
LGHR	Livelihood, Gender and Human Rights
LHI	Living Himalayas Initiative
LPI	Living Planet Index
MoU	Memorandum of understanding
MFA	Ministry for Foreign Affairs of Finland
M&E	Monitoring and evaluation
MCDI	Mpingo Conservation & Development Initiative
MKUKUTA	National strategy for growth and poverty reduction in Tanzania
MPRC	Multi-purpose resource centre
NRM	Natural resource management

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NGO	Non-governmental organization
OECD	Organization for Economic Cooperation and Development
PHPA	Public hearing public auditing
REDD	Reduced emissions from deforestation and forest degradation
RBM	Results based management
SHG	Shareholder group
SADC	Southern Africa Development Community
SASK	Trade Union Solidarity Centre of Finland
SRH	Sexual and Reproductive Health
TFCG	Tanzania Forest Conservation Group
TGG	The Generation Green
TNRF	Tanzania Natural Resource Forum
TAL	Terai Arc landscape
ToC	Theory of Change
TNP	Thruming La National Park
UK	United Kingdom
UN	United Nations
UNFCCC	United Nations forest and climate change convention
UPM	United Paper Mills
US	United States
USD	United States dollar
Väestöliitto	The Family Federation of Finland

# TIIVISTELMÄ

WWF Suomi on yksi kuudesta evaluoidusta kansalaisjärjestöstä, joka on saanut kansalaisjärjestöille tarkoitettua monivuotista ohjelmataukea vuosien 2010–2015 aikana. Evaluoinnin tarkoitus on tuottaa näyttöön perustuvaa tietoa ja suuntaviivoja 1) ohjelmatauen tulosperustaiselle johtamiselle ja 2) parantaa Suomen kansalaisyhteiskunnalle antaman ohjelmatauen saavuttamia tuloksia. Evaluoinnin mukaan WWF Suomen ohjelma on WWF:n mandaatin mukainen sekä yhtäpitävä Suomen kehityspoliittisen linjauksen 2012 kanssa. Luonnon monimuotoisuuden suojelu ja kestävä luonnonvarojenhallinnan kehittäminen edellyttävät pitkäaikaista sitoutumista, mikä on huomioitu hyvin WWF Suomen ohjelmassa. WWF:llä on vakaat alueelliset verkostot ja sen rooli hallitusten, yksityissektorin ja kansalaisyhteiskunnan kanssa työskentelevänä välittäjäorganisaationa on erittäin arvokas. Evaluaatio löysi selkeää näyttöä tärkeistä tuloksista, jotka perustuvat osittain WWF Suomen aiempaan kokemukseen alueilla sekä korirahoituksen ja WWF maatoimistojen omien ohjelmien tukemiseen. Sen lisäksi arvioinnissa löydettiin viitteitä pitkän aikavälin vaikutuksista, jotka voivat toteutua jo muutaman vuoden kuluessa.

WWF Suomella on hyviä hallintojärjestelmiä ohjelman seurantaan, mutta niitä ei vielä käytetä tärkeiden tietojen hankkimisessa tulosperustaista johtamista varten. Ihmisoikeusperustaisen lähestymistavan käytön sekä kumppanijärjestöjen kapasiteetin kehittämisen todettiin kaipaavan parannuksia. WWF Suomi voisi merkittävästi hyödyttää WWF:n maatoimistoja ja WWF:n kansainvälisiä verkostoja tarjoamalla erityisesti uusia lähestymistapoja ja yhteistyömahdollisuuksia. Synergiaetuja sekä kestävämpiä ja parempia tuloksia voi syntyä tiedon jakamisen ja strategisten kumppanuuksien kautta, esim. muiden kansalaisjärjestöjen, Suomen suurlähetystöjen sekä kahdenvälisen hankkeiden kanssa.

*Avainsanat: evaluointi, kehitysyhteistyö, kansalaisjärjestö, tulosperustainen johtaminen, WWF Suomi*

# REFERAT

Utvärderingen av Världsnaturfonden (WWF) Finlands 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 bevisbaserad 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. Utvärderingen kom fram till att WWF Finlands program är relevant, och motsvarar WWFs mandat och står väl i linje med Finlands utvecklingspolitiska åtgärdsprogram 2012. Bevarande av biologisk mångfald och utvecklingen av hållbar naturresursanvändning kräver åtagande över lång tid vilket är väl märkbart i Finlands WWF program. WWF har ett gediget regionalt nätverk. Dess roll som förmedlare mellan regeringar, den privata sektorn och det civila samhället är ovärderligt. De omedelbara resultaten har uppnåtts dels tack vare WWF Finlands tidigare erfarenheter på området, dels genom program och korgfinansiering. Dessutom fann utvärderingen indikationer på långtidseffekter som skulle kunna skapas inom snar framtid.

Trots att det finns ett system för både teknisk och finansiell uppföljning, har detta inte använts för att få fram betydelsefull data för resultatstyrd administration. Områden där det förekom brister och där förstärkning krävs, gäller beaktandet och tillämpandet av människorättsaspekter (HRBA) och utveckling av färdigheter hos partnerorganisationer. Det finns betydande möjligheter för WWF Finland till ökat inflytande på WWF nationella kontor i samklang med internationella WWFs globala strävanden, speciellt vad gäller nya infallsvinklar och samarbetsmöjligheter. Delning av information och strategisering med partners, såsom andra samhällsorganisationer, Finska ambassader och bilaterala projekt och program, skulle skapa synergier för att nå ännu mer hållbara och bättre resultat.

*Nyckelord: utvärdering, utvecklingssamarbete, CSO, RBM, WWF Finland*

# ABSTRACT

The evaluation of development cooperation programme of WWF Finland is one of the first six evaluations on Finnish Civil Society Organizations (CSOs) receiving multiannual programme-based support during the period 2010-2015. The purpose of the evaluation is to provide evidence-based information and guidance on how to 1) improve the results-based management approach of the programme-based support to Civil Society, and 2) enhance the achievement of results from Finnish support to civil society. The evaluation found that the WWF Finland development cooperation programme is in line with its own mandate and well aligned with the Finnish Development Policy of 2012. Biodiversity conservation and the development of sustainable natural resources management require long-term commitment which is well recognized in the WWF Finland programme. WWF has solid regional networks and its role as an intermediate organization working with governments, private sector and civil society is invaluable. There is clear evidence of important outcomes in the WWF Finland programme resulting partly from previous experience in the areas and the use of basket and programme funding. In addition, the evaluation detected indications of longer term impacts that could be created within few years.

Good systems for technical and financial monitoring exist but they are not yet used for generating significant data for results-based management (RBM). The application of human rights-based approach and capacity building of partners were found to be areas in need of improvement. There are significant opportunities for WWF Finland to add value to the WWF country offices and WWF international's efforts globally, especially in terms of new themes and partnerships. Information sharing and strategizing with partners, such as other CSOs, Finnish embassies and bilateral projects and programmes, would bring synergies to achieve even more sustainable and better results.

*Keywords: evaluation, development cooperation, CSO, RBM, WWF Finland*

# YHTEENVETO

WWF Suomen kehitysyhteistyöohjelma on yksi kuudesta ohjelmatuskeista saatavien kansalaisjärjestöjen arvioinnista. Arvioinnin tarkoitus on tuottaa näyttöön perustuvaa tietoa ja suuntaviivoja 1) ohjelmatuskeiden tulospohjaiselle johtamiselle ja 2) parantaa Suomen kansalaisyhteiskunnalle annettujen ohjelmatuskeiden saavuttamia tuloksia. Arviointijakso on 2010-2015.

## Tausta ja metodit

Kansainvälinen WWF on tärkeä luonnonsuojelun parissa työskentelevä järjestö. Suomen ulkoministeriö (UM) on rahoittanut WWF Suomen kehitysyhteistyötä 1990-luvulta lähtien. Ohjelmaperustainen tuki alkoi 2014, kun WWF Suomi oli vielä toteuttamassa viittä eri UM-rahoitteista hanketta kumppanimaiden kanssa. Kehitysyhteistyöohjelma on rakennettu neljän teeman ympärille: biodiversiteetti eli luonnon monimuotoisuus, ihmiset, hyvä hallinto ja ekologinen jalanjälki. Se tukee kahta WWF:n kansainvälistä alueohjelmaa (Itä-Afrikan alueohjelma Tansaniassa ja Mosambikissa sekä Elävä Himalaja -ohjelma Bhutanissa, Nepalissa ja Intiassa). Sen lisäksi kehitysyhteistyövaroja käytetään myös WWF:n maaohjelmien tukemiseen Indonesiassa, Nepalissa ja Bhutanissa. UM:n kokonaisrahoitus on 5 754 637 € kolmen vuoden jaksolla 2014-2016.

Arviointityötä ohjasi alkuvaiheen aikana valmistettu arviointimatriisi, joka on raportin liitteenä. Arviointi perustuu kirjallisuusselvitykseen (ohjelma ja kumppanuussuunnitelmat, toimintasuunnitelmat, budjetit, raportit ja selvitykset) ja haastatteluihin, joita on tehty hyödynsaajille ja sidosryhmille sekä WWF Suomen ja maatoimistojen työntekijöille Suomessa, Nepalissa ja Tansaniassa. Kolme ohjelmaosaa (Itä-Afrikan alueohjelma Tansaniassa, kestävän kehityksen mahdollistaminen Nepalissa ja ympäristökasvatus Suomessa) valittiin tarkempaan arviointiin. Kenttätöön jälkeen järjestettiin tietojen todentamiseksi neuvoa antavia työpajoja Nepalissa, Tansaniassa ja Suomessa.

## Tarkoituksenmukaisuus

Arvioinnin mukaan WWF Suomen kehitysyhteistyöohjelma on linjassa Suomen vuoden 2012 kehityspoliittisen toimenpideohjelman kanssa. Se on myös WWF:n mandaatin mukainen kiinnittäen huomiota biodiversiteetin säilyttämiseen ja metsävarojen kestäväan käyttöön Aasian ja Afrikan tärkeissä ekosysteemeissä. Kumppaniohjelmien suunnitelmat kohdistuvat suoraan ja/tai epäsuoraan useisiin ihmisoikeusasioihin, etenkin maa- ja luonnonvaraoikeuksiin, vaikkakin vähemmän huomiota on kiinnitetty niiden varsinaiseen toteuttamiseen.

WWF Suomella on useita suhteellisia etuja ohjelman toteuttamisessa, koska se on osa kansainvälistä WWF-verkostoa: se on kansainvälisesti tunnustettu ja tunnettu luonnonsuojelujärjestö, jolla on laajat kansainväliset ja alueelliset verkostot ja johon kumppanit ja sidosryhmät, mukaan lukien hallitukset, kan-

salaisyyhteisö ja yksityissektori luottavat. WWF:n lähestymistapa ei ole hyökkäävä, mitä etenkin hallituskumppanit pitävät myönteisenä.

## **Tehokkuus**

Suunnitellut tavoitteet on enimmäkseen saavutettu ja hyödynsaajat pitävät niitä hyödyllisinä. Bhutanissa ja Elävä Himalaja -ohjelmassa saatiin aikaiseksi hyvin vähän ennen vuoden 2015 loppua. Nepalissa ja Tansaniassa tuki menee ohjelmille ja strategioille, jotka rahoitetaan yhdessä WWF muiden kansallisten toimistojen (enimmäkseen pohjoismaisten) kanssa. Tämä antaa WWF Suomelle lisää vaikutusvaltaa ja strategisesti hyvän aseman, jos ja kun se on halukas ja pystyvä käyttämään asemaansa muiden WWF toimistojen joukossa. Korirahoituksen ja ohjelmarahoituksen hallinnointi on tehokkaampaa kuin erillisten hankkeiden rahoittaminen.

Tarkkojen rahoitustietojen poimiminen rahoitusraporteista ohjelman evaluointitarkoituksiin on ollut haastavaa, koska rahoitusraportit vuodelta 2014 sisältävät sekä hanke- että ohjelmatietoja. Yhteensä 38 prosenttia varoista on vuosina 2014-2015 käytetty henkilöstökuluihin, valvonta- ja evaluointikuluihin (esim. valvontamatkat), hallintoon ja kolmeen Suomessa toteutettuun ohjelman osaan: ekologinen jalanjälki, ympäristökasvatus ja viestintä. Näiden osa-alueiden toteutus on perusteltua ja ne liittyvät suuren osan WWF Suomen henkilökunnasta kehitysyhteistyöohjelman toteuttamiseen.

Kumppaniohjelmien hallinnointi on järjestelmällistä ja tehokasta lähes kaikilla osa-alueilla. WWF:n maatoimistot tekevät työtä yhdessä muiden paikallisten kansalaisjärjestöjen kanssa ja joissakin maissa läheisesti myös hallituksen kanssa. Nepalissa kahden muun suomalaisen kansalaisjärjestön, Suomen Ammattiliittojen Solidaarisuuskeskuksen (SASK) ja Väestöliiton ammattiyhdistys- ja seksuaaliterveysohjelmat linkittyvät WWF:n ohjelmaan. Tansaniassa suomalainen kehitysrahoitusyhtiö Finnfund on osallistunut ohjelmaan rahoittamalla selvitystä metsätuotteiden arvoketjuista.

Tutkituissa ohjelmissa varat on jaettu tasapainoisesti henkilöresurssien, aktiviteettien ja hallinnollisten kulujen kesken. WWF on kansainvälisellä ja kumppanuusohjelmatasolla kehittänyt useita linjauksia ja työvälineitä varmistukseen ihmisoikeuspohjaisen lähestymistavan käytön, mutta tavallisesti ihmisoikeuspohjaisuus on huomioitu ohjelmien suunnittelussa, täytäntöönpanossa ja valvonnassa lähinnä satunnaisesti toimintamaasta riippuen. Viestintä on hyvin suunniteltu ja saavuttaa laajan yleisön.

## **Tuloksellisuus**

Tärkeistä tuloksista on olemassa selvää näyttöä ja korirahoitus vahvistaa tuloksien saavuttamista. Itä-Afrikan alueohjelmassa WWF:n maatoimistot ovat merkittävästi myötävaikuttaneet tärkeiden kahdenvälisen ja alueellisten yhteistyöpöytäkirjojen (Memorandum of Understanding) allekirjoittamiseen laittoman puukaupan hillitsemiseksi Itä-Afrikassa. Nepalissa yhteisöperustaiset salametsästyksen vastaiset yksiköt valvovat metsien ja villieläinten salaakaota yhteistyössä Nepalilainkäyttöviranomaisten kanssa, kun taas ammattiyhdistyksien jäsenet osallistuvat aktiivisesti metsien kunnostamiseen ja metsittämiseen. Suomessa nuoret ovat saaneet koulutus- ja työmahdollisuuk-

sia hiljattain perustettujen verkostojen ansiosta samoin kuin tietämystä ja motivaatiota toimia ryhmissä vastuullisina ympäristökansalaisina.

Ohjelman täytäntöönpanon haasteet liittyvät maatoimistojen rajallisiin henkilöresursseihin, mutta niitä on kuitenkin pystytty ratkaisemaan työskentelemällä yhdessä muiden kansalaisjärjestöjen kanssa. WWF Suomen tuki ei ole panostanut suoraan kapasiteetin lisäämiseen, lukuun ottamatta Truly Global -tukea Nepalissa. Korirahoituksessa muut lahjoittajat rahoittavat kapasiteetin lisäystä ja koulutustoimintaa.

UM:n läpileikkaavat tavoitteet on jossain määrin otettu huomioon osa-ohjelmissa, mutta niistä raportointi on ollut vähäistä. Yhteistyö WWF Suomen kanssa tuottaa joillekin maatoimistoille lisäarvoa, etenkin kun on kyse uusista teemoista ja kumppanuuksista. WWF Suomi ei ole kuitenkaan aktiivisesti edistänyt näiden innovatiivisten lähestymistapojen luomista ja parantamista muissa maaohjelmissa.

## **Vaikutus**

On liian aikaista löytää ohjelman konkreettisia vaikutuksia, mutta merkkejä on jo havaittavissa. Tämä perustuu aiempiin hankkeisiin ja WWF:n alueellisen verkoston käyttöön, mutta ei pelkästään suomalaisen rahoituksen. Nepalissa ohjelma auttaa paikallisesti vähentämään köyhyyttä ja parantamaan hyödynsaajien terveyttä. On myös olemassa merkkejä siitä, että annettu tuki edistää dynaamista ja pluralistista kansalaisyhteiskuntaa Tanzania Natural Resources Forumin, muiden tansanialaisten kansalaisjärjestöjen sekä mosambikilaisen kansalaisjärjestökeskuksen kautta. Myös nepalilaisille metsänkäyttäjryhmille ja muille yhteisöperustaisille järjestöille annettava tuki saattaa vaikuttaa myöhemmin samalla tavalla.

## **Kestävyys**

Kumppanuusohjelmien omistajuus WWF:n maatoimistoissa on vahva ja useimmat hyödynsaajat, toimeenpanokumppanit ja muut sidosryhmät pitävät ohjelman toimia ominaan. Uusi kumppanuus on luotu Finnfundin kanssa Tansaniassa, mikä saattaa tulevaisuudessa näkyä investointeina kestäväan puu-arvoketjuun paikallisesti hallinnoiduissa metsissä. WWF Suomen tuelle ei ole laadittu virallisia vetäytymisstrategioita ohjelmamaissa.

Kansainvälinen WWF on vakiintunut kansalaisjärjestö, joka kerää varoja laajalti. Ongelmatilanteissa pääkonttori voi nopeasti auttaa kutakin maatoimistoa. WWF:n maatoimistot eivät voi kerätä omia varojaan, mutta joistakin (esim. Tansaniassa ja Nepalissa) on tulossa itsenäisempiä ja ne voivat tulevaisuudessa hankkia omia varoja. Nepalissa WWF Suomen rahoittama Truly Global -ohjelma tukee tällaista prosessia.

## **Täydentävyys, koordinointi ja johdonmukaisuus**

Koordinaatio ja yhteistyö muiden kansalaisjärjestöjen ja sidosryhmien kanssa on lähestymistapa, jota WWF käyttää kaikissa kumppanimaissa. WWF:n ohjelman yhteensovittaminen UM:n maastrategian 2013–2016 kanssa Nepalissa ja Tansaniassa on tyydyttävää, ja tutkituissa maissa WWF koordinoi ja työskentelee kiitettävästi kansallisten hallitusten kanssa. Tiedon jakaminen ja

strategioiden luominen Suomen lähetystöjen, muiden kehityskumppanien ja kansalaisjärjestöjen kanssa mahdollistaisi kuitenkin vielä vaikuttavammat ja kestävämmät tulokset.

Tansaniassa UM tukee samaa järjestöä sekä edustuston että WWF Suomen kautta, mikä ei ole tehokkain tapa käyttää suomalaista kehitysapua. UM ei ole antanut Suomen lähetystöille Nepalissa ja Tansaniassa ohjeita selvästä roolista valvonnassa ja yhteistyössä suomalaisten kansalaisjärjestöjen kanssa.

## Kokemukset ja opit


Tärkeimmät kokemukset ja opit liittyvät ohjelmien tai strategioiden toteuttamiseen myönnettyyn yhteis- tai korirahoitukseen, kumppanien kanssa tehtävään työhön sekä vaikuttamistyöhön. Yhteisrahoitus vahvistaa kumppanijärjestöjä ja se vaikuttaa usein myönteisesti esim. parantaen keskinäistä vastuuvollisuutta ja vähentäen yksittäisen rahoittajan riskiä. Tekemällä yhteistyötä muiden kansalaisjärjestöjen kanssa WWF:n maatoimistot ovat voittaneet työntekijöiden lukumäärään ja asiantuntemukseen liittyvistä haasteista. Siitä on myös ollut apua laajempien hyödynsaajajoukkojen saavuttamisessa. WWF käyttää menestyksekkäästi useita kanavia vaikuttamiseen, kuten muita järjestöjä, koordinointia alueellisten kumppanien kanssa sekä yhteis-työkumppaneita hallinnosta ja päättäjien parista.

## Päätelmät ja suositukset

Evaluaation päätelmänä on, että WWF Suomen kehitysyhteistyöohjelma on tarkoituksenmukainen ja vaikka se ei ole aina ollut tehokas, se saavuttaa tärkeitä tuloksia ja kansainvälisiä vaikutuksia. WWF on yksi harvoista organisaatioista, jotka voivat vaikuttaa luonnonsuojeluun ja kestävään luonnonvarojen käyttöön. Se on ottanut käyttöön sellaisia innovatiivisia yhteistyö- ja työskentelytapoja, jotka ansaitsevat huomiota muiltakin kansalaisjärjestöiltä.

Evaluaatio esittää seitsemän suositusta:

1. Ihmisoikeusperustainen lähestymistapa pitää ottaa huomioon paremmin ja sisällyttää WWF Suomen ohjelmaan.
2. WWF Suomen pitää jatkaa ohjelmien ja strategioiden rahoittamista yhdessä muiden WWF kansallisten toimistojen kanssa ja miettiä, miten se voisi strategisesti käyttää asemaansa muiden WWF kumppanien parissa.
3. Kansainvälisen WWF:n ja kansallisten WWF toimistojen tukemien maatoimistojen pitäisi keskittyä vaikuttamiseen. Tähän kuuluu laitoman puukaupan vähentäminen Itä-Afrikassa, hyötyjen takaaminen paikallisille yhteisöille ja luonnonvarojen kestävä käytön edistäminen yhdessä muiden paikallisten kansalaisjärjestöjen kanssa.
4. WWF Suomen tulee jatkaa ja kehittää uusia kumppanuuksia muiden kansalaisjärjestöjen kanssa ja laajentaa parhaita käytäntöjä. Tämä voi olla esimerkkinä muille kansalaisjärjestöille ja UM:lle uusien yhteistyömuotojen edistämiseksi.

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5. WWF Suomen ohjelman vaikutuksia pitäisi sekä säännöllisesti seurata ja raportoida että evaluoida muutaman vuoden kuluttua uudelleen vaikutusten löytämiseksi.
  6. Maatoimistoja ja niiden kapasiteettia pitäisi tukea rahoituksella, jatkuvalla ohjauksella teknisissä asioissa, sopivalla koulutuksella sekä voimistamalla niiden strategista suunnittelua.
  7. UM:n pitäisi selkeyttää Suomen suurlähetystöjen rooli kansalaisjärjestöjen ja kahdenvälisen hankkeiden välisen yhteistyön ja synergioiden edistämiseksi. Yhteistyön pitäisi keskittyä prioriteettialueisiin ja yhteisiin mielenkiinnon kohteisiin.

# SAMMANFATTNING

Utvärderingen av Världsnaturfonden (WWF) Finlands utvecklingssamarbetsprogram år 2010–2015 är en av de sex första utvärderingarna av de finska civilsamhällsorganisationer (CSO) som erhåller flerårigt, programbaserat stöd. Syftet med utvärderingen är att ge bevisbaserad 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. Utvärderingen täcker perioden 2010–2015.

## Bakgrund och metoder

WWF International är en viktig internationell organisation som arbetar med miljöskydd. Finlands Utrikesministerium (UM) har finansierat WWF Finlands utvecklingssamarbete sedan 1990-talet. Det programbaserade stödet påbörjades först 2014, medan WWF Finland fortfarande utförde fem olika UM-finansierade projekt i partnerländer. Programmet är uppbyggt kring fyra teman: biologisk mångfald, människor, god förvaltning och ekologiskt fotavtryck, och stöder två program som ingår i WWF:s globala initiativ (GI) (Östafrikanska Kustinitiativet i Tanzania och Mozambique, samt Levande Himalaya Initiativet i Butan, Nepal och Indien). UM-finansiering används också för att stöda WWF:s landsprogram i Indonesien, Nepal och Butan. Den totala UM finansieringen är € 5 754 637 under treårsperioden 2014–2016.

Utvärderingen gjordes med hjälp av en utvärderingsmatris, som hade förbättrats under inledningsfasen. Utvärderingen omfattade en litteraturstudie av dokument (program- och partnerplaner, arbetsplaner, budgeter, rapporter och studier), samt intervjuer på WWF Finland och i WWFs landskontors partnerorganisationer i Finland, Nepal och Tanzania, liksom intervjuer med deltagare och intressenter. Tre programkomponenter (Östafrikanska kustinitiativet i Tanzania, Möjliggörandet av hållbar utveckling i Nepal och Miljöundervisning i Finland) valdes för detaljerad granskning. Rådgivande workshops organiserades för att bekräfta datan efter fältbesök i Nepal, Tanzania och Finland.

## Relevans

Utvärderingsteamet fann att WWF Finland programmet är väl i linje med det utvecklingspolitiska åtgärdsprogrammet (2012) och WWF:s mandat att ägna sig åt flaskhalsar vid bevarandet av biologisk mångfald och hållbar användning av skogsresurser i vissa nyckel-ekosystem in Asien och Afrika. Partnerprogrammet planeras beakta, flera element gällande mänskliga rättigheter, både direkt och indirekt, speciellt rätten till land och naturresurser, även om mindre uppmärksamhet har lagts på verkställandet av dessa.

Som en del av WWFs internationala nätverk, har WWF Finland ett flera relativa fördelar för implementeringen av programmet, såsom dess rykte som en internationellt erkänd (och välkänd) naturskyddsorganisation med ett vidsträckt internationellt nätverk, och som partners och intressenter, liksom regeringar,

civilsamhället och den privata sektorn, litar på. WWFs icke konfronterande tillvägagångssätt uppskattas speciellt av relevanta regeringspartners.

### **Effektivitet**

De förväntade resultaten har till största delen uppnåtts, och uppskattats av deltagarna. I Butan och inom Levande Himalaya Initiativet åstadkoms mycket få prestationer före slutet av 2015. Stödet till Nepal och Tanzania går till program och strategier som finansieras tillsammans med WWF:s andra nationella kontor (huvudsakligen nordiska). Detta ger en större påverkan, och positionerar WWF Finland strategiskt väl, om och när WWF Finland vill och kan använda sin ställning bland andra WWF kontor. Förvaltningen av korg- och programfinansiering har visat sig mer effektivt än finansiering av separata projekt.

Det har varit svårt att ur finansrapporter utläsa exakta finansiella data för utvärderingens behov eftersom finansrapporterna från 2014 innehåller både projekt- och program-data. Totalt har 38 % av tillgångarna för 2014-2015 använts i Finland, inklusive personalkostnader, uppföljning och utvärdering (t.ex. kontrollsresor), administration och de tre komponenterna: ekologiskt fotavtryck, miljöundervisning och kommunikation. Genomförandet av dessa komponenter i Finland är berättigat.

Förvaltningen av partnerprogram är organiserat på ett väl strukturerat sätt, som uppvisar effektivitet inom alla komponenter. WWF:s nationella kontor samarbetar med andra lokala civilsamhällsorganisationer och i några länder har de även nära samarbete med regeringen. I Nepal samarbetar två andra finska samhällsorganisationer, Finska Fackföreningarnas Solidaritetsorganisation (SASK) och Befolkningsförbundet (Väestöliitto), både med programmet för reproduktiv hälsa och med fackföreningsarbetet. I Tanzania är Finska utvecklingsfinansieringsbolaget Finnfund sammanlänkat med programmet genom deras finansiering av en studie av skogsbrukets värdekedjor.

Allokeringen av fonder för mänskliga resurser, aktiviteter och administrativa kostnader är i god balans i de granskade projekten. Även om WWF har utvecklat - både på internationell och partnerprogramnivå - flera riktlinjer och verktyg för att garantera användningen av människorättsbaserade tillvägagångssätt (HRBA), är de ofta integrerade på ett ad hoc -sätt i programplanering, implementering och uppföljning, beroende på land. Den globala kommunikationen gällande frågor relaterande till WWF Finlands utvecklingsprogram är väl formulerade och når en stor publik speciellt i Finland.

### **Resurseffektivitet**

Det finns klara bevis på att viktiga resultat uppnåtts och detta understryks av att använda korgfinansiering. I Östafrikanska Kustinitiativet har WWF:s nationella kontors påverkningsarbete bidragit på ett betydande sätt till signeringen av bilaterala och regionala avsiktsförklaringar (Memoranda of Understanding) mellan Östafrikanska länder för att förhindra olaglig virkesavverkning i Östafrika. I Nepal arbetar enheter på bynivå tillsammans med brottsbekämpande myndigheter för att kontrollera tjuvhygge och tjuvjakt, medan fackföreningars medlemmar engageras aktivt i återplantering och nyplantering av skog. I Finland har ungdomar uppskattat möjligheten att dra nytta av utbildnings- och

arbetsmöjligheter, tack vare nyetablerade nätverk och de har fått kunskap och motivation att verka som ansvariga och miljökunniga medborgare.

Hinder för utförandet av programmet är relaterade till de begränsade mänskliga resurserna på landskontoren, de har dock lyckats övervinna dessa hinder genom samarbete med andra samhällsorganisationer. Direkt kapacitetsbyggande stöd har inte erhållit stor vikt i WWF Finland, med undantag av Truly Global-stödet i Nepal. Under korgfinansieringen finansierar ändå andra donatorer kapacitetsökning och utbildning vilket gagnar alla.

UMs genomgående mål har till viss del behandlats i partnerprogrammen, men verklig rapportering av framsteg relaterade till processen har varit begränsad. Samarbete med WWF Finland ger vissa landskontor mervärde speciellt, genom att introducera nya infallsvinklar och arbetsmöjligheter. Dock har WWF Finland inte aktivt främjat replikering och upptrappning av sådana innovativa framgångssätt i andra partnerländer.

### **Långtidseffekt**

Det är för tidigt att kunna urskilja konkreta effekter, men man kan redan påvisa tecken på dessa. Dessa är dock tack vare WWF:s regionala nätverk, inte endast den finska satsningen. Som exempel i Nepal, bidrar programmet på lokal nivå till bekämpandet av fattigdom och bättre hälsa bland deltagare. Det finns tecken på långsiktiga effekter mot ett livskraftigt och mångfaldigt civilsamhälle har även åstadkommit genom stöd till Tanzanias Naturresursforum och andra samhällsorganisationer i Tanzania, samt till samhällsorganisationsförbundet i Mocambique. Också stödet till by naturresurs utskott i Tanzania och skogsbrukargrupper i Nepal kan senare ha liknande effekt.

### **Hållbarhet**

WWF landskontor uppfattar sig ha ett starkt egenansvar (ownership) till programmen. Likaså uttrycker de flesta deltagarna, utförande organisationer och andra intressenter sin uppfattning om egenansvar för programmets aktiviteter. Ett nytt partnerskap har bildats med Finnfund i Tanzania, vilket i framtiden kan resultera i nya investeringar för hållbara trävärdekedjor från lokalt kontrollerade skogar. Några exit-strategier för WWF Finlands stöd i programländerna har inte gjorts.

WWF international är en väletablerad icke-statlig organisation med ett omfattande system för medelsinsamling. Om problem uppstår, stöttar huvudkontoren landskontoren. WWF landskontor kan inte samla in medel men en del (såsom Tanzania och Nepal) håller på att bli självständiga kontor med rätt till egen medelsinsamling i sina respektive länder. WWF-Finlandprogrammet stöder denna process i Nepal genom Truly Global initiativet.

### **Komplementaritet, samordning och samstämmighet**

Samordning och samarbete med andra civilsamhällsorganisationer och intressenter är i stort sett ett standardiserat tillvägagångssätt som WWF tillämpar i alla partnerland. Förenhetligandet av WWF Finlands program med UMs landsstrategi 2013-2016 för Nepal och Tanzania är tillfredsställande och i de länder som undersöktes samordnar och samarbetar WWF bra med den natio-

nella regeringen. Dock skulle ett förbättrat informationsutbyte och samarbete i strategisk planering med Finska ambassader, andra utvecklingspartners och civilsamhällets organisationer föra in nya synergier och möjliggöra ännu mer hållbara och bättre resultat.

I Tanzania har två olika kanaler använts för att stöda samma organisation, vilket inte är det mest effektiva sättet att använda Finlands utvecklingsstöd. Finska ambassaderna i Nepal och Tanzania har inte fått i uppdrag av UM att inta en klar roll för uppföljningen och samarbetet med Finska civilsamhällets organisationer.

### **Lärdomar**

De huvudsakliga lärdomarna gäller den gemensamma-/korgfinansieringen för utförandet av program och strategier, samarbetet med andra lokala och finska samhällsorganisationer och utvecklingsorganisationer, påverkningsarbete och samordning, och samarbete mellan olika Finska utvecklingsaktiviteter. Gemensam finansiering för program stärker partnerorganisationerna och har dessutom flera andra positiva effekter, såsom stärkande av ömsesidigt ansvar och fördelning av enskilda donatorers risker. Samarbete med andra samhällsorganisationer har hjälpt WWFs kontor att övervinna utmaningar relaterade till liten personalstyrka, gällande både antal och kapacitet, vilket hjälpt dem att nå större räckvidd än om de hade arbetat ensamma. Som en viktig lärdom, WWF använder flera framgångsrika sätt att påverka, såsom samarbete med andra organisationer, samordning med regionala partners och att identifiera allierade inom statsförvaltningen och bland beslutsfattare.

### **Slutsatser och rekommendationer**

Denna utvärdering drar slutsatsen att WWF Finlands utvecklingssamarbetsprogram är relevant och, trots en viss ineffektivitet, lyckas uppnå viktiga resultat och åstadkomma internationella effekter på lång sikt. WWF är en av de få organisationerna som kan spela en roll inom påverkansarbetet för naturskydd och hållbar förvaltning av naturresurser. Organisationen har även infört innovativa sätt att fungera och samarbeta med andra, som förtjänar uppmärksamhet även från andra CSO.

Sju rekommendationer har formulerats:

1. Tillämpandet av människorättsaspekter (HRBA) bör införlivas och integreras bättre i WWF Finlands program.
2. WWF Finland bör fortsätta att gemensamt finansiera program och strategier med WWF:s andra nationella kontor och att tänka strategiskt på hur de bäst kan använda sin ställning bland andra WWF-partners.
3. De landskontor som stöds av internationella WWF eller av nationella kontor, liksom WWF Finland, bör fokusera på sin roll för påverkansarbetet. Detta gäller frågor som att utveckla kontrollen av olaglig virkeshandel i Östafrika, säkerställa fördelarna för samhällena på lokalnivå och möjliggöra hållbar förvaltning av naturresurser tillsammans med andra lokala partnerorganisationer.

4. WWF Finland bör fortsätta med sina existerande och även utveckla nya partnerskap med andra CSO samt trappa upp bästa praxis. Detta skulle fungera som exempel för andra CSO och för Utrikesministeriet för att främja nya samarbetssätt.
5. WWF Finlands programs effekter bör följas upp, rapporteras och även utvärderas igen inom några år för att upptäcka effekter på lång sikt.
6. Stödet till landskontoren och byggandet av deras kapacitet bör ökas genom finansiering, fortlöpande vägledning angående ämnesfrågor, fokuserad skolning och stärkandet av strategisk planering.
7. Utrikesministeriet bör förtydliga de Finska ambassadernas roll för att förbättra samarbetet och skapa samverkan mellan WWF och bilaterala program. Samarbetet bör användas för att röra sig strategiskt inom de prioriterade områdena av gemensamt intresse.

# SUMMARY

The evaluation of development cooperation programme of WWF Finland is one of the six evaluations of 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 evaluation period is 2010–2015.

## Background and methods

WWF international is an important organization working on nature conservation. The Ministry for Foreign Affairs of Finland (MFA) has funded WWF Finland for development cooperation work since the 1990s. The programme-based support started only in 2014 when WWF Finland was still implementing five different MFA-funded projects in partner countries. The programme is built around four themes: biodiversity, people, good governance and ecological footprint; and it provides support to two programmes that are part of the WWF Global Initiatives (GI) (Coastal East Africa Initiative in Tanzania and Mozambique as well as Living Himalayas Initiative in Bhutan, Nepal and India). In addition, MFA funds are used to support WWF country programmes in Indonesia, Nepal and Bhutan. The total MFA funding is € 5 754 637 during the three year period 2014–2016.

The evaluation work was guided by an evaluation matrix prepared during the inception phase. The evaluation covered desk study of documents (programme and partner programme plans, work plans, budgets, reports and studies) together with interviews with WWF Finland and partner WWF country offices in Finland, Nepal and Tanzania as well as interviews with beneficiaries and stakeholders. Three programme components (Coastal East Africa Initiative in Tanzania, Enabling Sustainable Development in Nepal and Environmental Education in Finland) were selected for detailed assessment. Consultative workshops were organised to validate the data after the fieldwork in Nepal, Tanzania and Finland.

## Relevance

The evaluation team found the WWF Finland development cooperation programme is well aligned with the Finnish Development Policy of 2012 and the WWF mandate addressing the bottlenecks of biodiversity conservation and the sustainable use of forest resources in some key ecosystems in Asia and Africa. The programme plans address directly and/or indirectly several elements of human rights, in particular the land and natural resources rights although less attention has been paid to their actual implementation.

As part of the WWF international network, WWF Finland has several comparative advantages in implementing the programme, such as being an inter-

nationally recognised and well-known nature conservation organization with extensive international and regional networks and being trusted by partners and stakeholders, including government, civil society and private sector. The non-confrontational approach of WWF is considered positive in particular by relevant government partners.

## Efficiency

The planned outputs have been mostly produced and found useful by beneficiaries. In Bhutan and in Living Himalayas Initiative very few outputs were produced before the end of 2015. The support in Nepal and Tanzania goes to programmes or strategies funded jointly with other WWF national offices (mostly Nordic+). This gives more leverage and positions WWF Finland strategically well when and if they are willing and capable of using this position among other WWF offices. Administration of basket funding and programme funding was found more efficient than funding of separate projects.

Extracting exact financial data from financial reports for programme evaluation purposes has been challenging as the financial reports from 2014 include both project and programme data. Altogether 38 percent of funds in 2014-15 have been used in Finland, including personnel costs, M&E (i.e. monitoring trips), administration and the three components of ecological footprint, environmental education and communication. The implementation of these components in Finland is justified.

The management of partner programmes is organised in a structured manner which shows efficiency in most components. The WWF country offices partner with other local CSOs and in some countries also closely with the government. In Nepal, two other Finnish CSOs, Trade Union Solidarity Centre of Finland (SASK) and the Family Federation of Finland (Väestöliitto), collaborate with the programme for trade union work and reproductive health. In Tanzania, the Finnish development finance company Finnfund has been linked to the programme through their funding for a forestry value chain study.

The allocation of funds among human resources, activities and administrative costs in the studied projects is balanced. Although WWF has developed - both at international and partner programme level - several guidelines and tools to ensure the application of human rights based approach, it is usually integrated in an *ad hoc* manner in programme planning, implementation and monitoring, depending on the country context. The global communication is well designed and reaches vast audiences.

## Effectiveness

There is clear evidence of important outcomes and this is accentuated by using basket funding. In the Coastal East Africa Initiative, the advocacy work of WWF country offices has contributed significantly to the signing of important bilateral and regional Memoranda of understanding between East African countries to curb the illegal timber trade. In Nepal, community based anti-poaching units are working together with the Nepalese law enforcement agencies to control poaching of timber and wildlife while trade union members are engaged actively in degraded forest reclamation and reforestation activities.

In Finland, young people have enjoyed training and work opportunities due to newly established networks and they have gained knowledge and motivation to act as responsible environmental citizens through team work.

Challenges in the programme implementation are related to the limited capacity and human resources of country offices which have, however, been able to overcome the problem by partnering with other CSOs. Direct capacity building support has been given little weight in WWF Finland's support except in relation to the Truly Global support in Nepal. In basket funding modality, the other donors fund capacity building and training activities which generate benefits to all.

The MFA cross-cutting objectives are addressed to some extent in the partner programmes but the actual reporting of the progress has been limited. Collaboration with WWF Finland provides some country offices with added value, especially in terms of the introduction of new themes and partnerships. However, WWF Finland has not actively promoted the replication and upscaling of such innovative approaches in other country programmes.

### **Impact**

It is early to find tangible programme impacts but signs are already detected. This can be attributed to previous projects and WWF regional network but not to the Finnish funding alone. For example, in Nepal the programme contributes locally to poverty reduction, and improved health of beneficiaries. There is a sign of impact toward the vibrant and pluralistic civil society through the support to the Tanzania Natural Resource Forum, other CSOs in Tanzania and the CSO alliance in Mozambique. Also the support to village natural resource committees in Tanzania and forest user groups in Nepal may later have similar impact.

### **Sustainability**

The ownership of partner programmes in WWF country offices is strong and most beneficiaries, implementation partners and other stakeholders consider programme activities as their own. A new partnership has been created with Finnfund in Tanzania, which may result in investments for sustainable timber value chain from locally controlled forests in the future. WWF Finland support does not have any formal exit strategies in the programme countries.

WWF International is a well-established NGO raising funds extensively and in the event of problems, the headquarters will step in to assist the respective country office. The country offices cannot raise their own funds but some (like Tanzania and Nepal) are becoming more independent and will later be able to raise their own funds. The WWF Finland programme supports this process in Nepal through Truly Global initiative.

### **Complementarity, coordination and coherence**

Coordination and collaboration with other CSOs and stakeholders is by and large a standard approach applied by WWF in all partner countries. The alignment of the WWF programme with the MFA Country Strategy 2013-2016 in Nepal and Tanzania is satisfactory and in the sampled countries, WWF coor-

dinates and works well with national governments. However, increasing the information sharing and strategizing with Finnish embassies, other development partners and CSOs would bring synergies to achieve even more sustainable and better results.

In Tanzania the MFA supports the same organization (TNRF) both through the embassy and WWF Finland which is not the most efficient way of disbursing Finnish development assistance. The Finnish embassies in Nepal and Tanzania have not been mandated by the MFA to have a clear role in monitoring and collaborating with the Finnish CSOs.

## Lessons learned


The major lessons learned relate to the joint/basket funding for the implementation of programmes or strategies, partnering with other local or Finnish CSOs and other development organizations, advocacy and coordination and cooperation with Finnish development interventions. Joint funding to programmes strengthens the partner CSO, and it has several other positive effects, such as improving mutual accountability and diluting the risks of individual donors. Partnering with other CSOs has helped WWF offices to overcome the challenges related to insufficient numbers and expertise of its staff and it has helped them to gain larger outreach than by working alone. As an important lesson learned, WWF uses several successful ways of advocacy, including partnering with other organizations, coordination with regional partners and identifying allies in the government administration and among decision makers.

## Conclusions and recommendations

The evaluation concludes that the WWF Finland development cooperation programme is relevant and in spite of some inefficiencies it is achieving important results and creating impacts internationally. WWF is one of the few organizations that can play the role in conservation and sustainable natural resource management advocacy and it has introduced some innovative ways of operating and collaborating with others that merit attention from other CSOs as well.

Seven recommendations were formulated:

1. The human rights based approach needs to be further mainstreamed and integrated in the WWF Finland programme.
2. WWF Finland should continue funding programmes and strategies jointly with other WWF national offices and think strategically how to best use its position among other WWF partners.
3. WWF country offices supported by WWF international and national offices like WWF Finland should concentrate on their advocacy role. This includes issues, such as developing the control of illegal timber trade in East Africa, ensuring the benefits to communities and facilitating the sustainable management of natural resources together with other local partner CSOs.
4. WWF Finland should continue and develop new partnerships with other CSOs and upscale best practices. This would serve as an example to other CSOs and the MFA to promote new ways of collaboration.

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5. WWF Finland programme impact should be regularly monitored, reported as well as evaluated again in a few years' time to detect impacts.
  6. Increase the support to country offices and their capacity building through funding, provision of on-going guidance on subject matter issues, targeted training and strengthening of strategic planning.
  7. MFA should clarify the role of the Finnish embassies to improve the collaboration and create synergies between WWF and bilateral programmes. The cooperation should be used to strategically move in the priority areas of common interest.

# KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
The WWF Finland programme is relevant for the implementation of its strategy. It is well aligned with Finland's 2012 development policy and partner countries' policies. In the programme design and implementation, WWF Finland draws on its own comparative advantage and has multiple strengths in programme countries, while the components of environmental education, outcomes around ecological footprint and communication on global environmental threats and possible solutions emphasise the link between the global challenges and sustainable development in Finland. The partner programmes address directly and/or indirectly several human rights but the systematic inclusion of human rights, social and equality issues is only now starting to take place.	WWF Finland as an organization shares many objectives with the Finnish development policy 2012, especially regarding inclusive green economy promoting employment and sustainable management of natural resources and environmental protection. The WWF Finland design has integrated Finnish development policy 2012 objectives adequately in the programme. However, the implementation of human rights based approach is not yet evident in the partner programmes.  WWF Finland as an organization has the capacity to design and implement development co-operation programmes.	Recommendation 1. <b>The human rights based approach needs to be further mainstreamed and integrated in the WWF Finland programme.</b>
Many of the country programmes are funded jointly with other WWF national offices. The basket/programme/strategy funding affects efficiency in a positive way as joint funding with other WWF national offices increases the number of specialised staff, allows WWF Finland to influence the programme strategic direction, improves mutual accountability and dilutes the risks of individual funders. The downside is the difficulty of tracking the efficient use of particular funder's money streams.	Basket funding and funding of country strategies have more advantages than disadvantages both for the funding and implementing partners.	Recommendation 2. <b>WWF Finland should continue funding programmes and strategies jointly with other WWF national offices and think strategically how to best use its position among other WWF partners.</b>

Findings	Conclusions	Recommendations
WWF country offices have a well-established role in conservation and natural resource sectors in programme countries. They are credible interlocutors to influence the national governments as an intermediate organization and to engage in discussions between the government, private sector and communities. Challenges in the programme implementation are usually related to the capacity and human resources of country offices.	Because of its role as a reputable international conservation NGO, WWF is one of the few organizations that can play the role in conservation and sustainable natural resource management advocacy. The approach of working with other CSO partners has been used to overcome the challenge of limited resources.	Recommendation 3. <b>WWF country offices supported by WWF international and national offices like WWF Finland should concentrate on their advocacy role.</b> This includes issues, such as developing the control of illegal timber trade in East Africa, ensuring the benefits to communities and facilitating the sustainable management of natural resources together with other local partner CSOs.
Coordination and collaboration with other CSOs and stakeholders is by and large a standard approach applied by WWF Finland in all partner countries. Nevertheless, the value added by WWF Finland to most country offices has mainly concentrated in administration, planning and financial management rather than in effective exchanges that focus on thematic areas or on exchange and replication of the successes such as the reproductive health component in Nepal.	In some cases WWF Finland has been able to develop new approaches and partnerships to support the achievement of better results. This is a valid approach also for improving sustainability. The added value of WWF Finland is a sum of many factors. However, opportunities have been missed in terms of maximising WWF Finland's ability to add value to the programme and WWF's efforts globally.	Recommendation 4. <b>WWF should continue and develop new partnerships with other CSOs and upscale best practices.</b> This would serve as an example to other CSOs and the MFA to promote new ways of collaboration.
Despite the short time lapse, there are already some indications of impact in the programme as a consequence of previous projects, especially regarding contribution to vibrant and pluralistic society through increased environmental awareness, behaviour change towards environmental conscious consumption and living, active CSO engagement on government policy development and enforcement as well as increased debate and raising societies' voice on environmental matters.	A longer evaluation period would probably have allowed detecting impacts from the programme. The programme interventions contribute toward the impact, logframe logics is coherent and the activities contribute toward the outcomes through correctly identified outputs.	Recommendation 5. <b>WWF Finland programme impact should be regularly monitored, reported as well as evaluated again in a few years' time to detect impacts.</b>
WWF country offices and other partnering CSOs have a strong ownership of the programme. They are not, however, administratively or economically independent and fundraising in the local context will be challenging.	The supported country offices will not be independent for a long time and they will need considerable capacity building in raising funds and managing their activities.	Recommendation 6. <b>Increase the support to country offices and their capacity building through funding, provision of on-going guidance on subject matter issues, targeted training and strengthening of strategic planning.</b>
Finnish embassies and WWF country offices do occasionally have some cooperation. The forestry development cooperation in Nepal and Tanzania have similar objectives and working separately is wasting the increasingly limited resources.	Working in partnership with other CSOs, Finnish embassies and other bilateral programmes and projects has created synergies and promoted higher level objectives.	Recommendation 7. <b>MFA should clarify the role of the Finnish embassies to improve the collaboration and create synergies between WWF and bilateral programmes.</b> The cooperation should be used to strategically move in the priority areas of common interest.

# 1 INTRODUCTION

## 1.1 The evaluation's rationale and objectives

The evaluation of WWF Finland is one of the first six evaluations of Finnish Civil Society Organizations (FCSOs) that receive multiannual programme-based support from the Finnish government. The other five FCSOs evaluated are Crisis Management Initiative, Fairtrade Finland, Finnish Evangelical Lutheran Mission, Finnish Refugee Council and Taksvärkki (ODW Finland). The overall evaluation process consists of two components:

1. Component 1 collects data on the results of the programmes of the selected six organizations and assesses their value and merit to different stakeholders.
2. Component 2 assesses how well the results based management (RBM) mechanisms of each organization that receives programme-based support function and to what extent there is a link between RBM and achieving results.

The Terms of reference for the assignment are presented in Annex 1. In 2014 the programme-based support received by 22 Finnish CSOs amounted to € 80 million. These CSOs are granted a special status in the financing application process, receiving funding for 2-4 year program proposals granted through programme application rounds which are not open to others. They have been guided by the same policy guidelines as the rest of the Finland's support to CSOs: Development Policy Programme of Finland (2012) as well as the Guidelines for Civil Society in Development Policy (2010).

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

The objectives of the evaluation are to:

- provide independent and objective evidence of results (outcome, output and impact) from the Civil Society development cooperation programmes receiving programme-based support;
- provide evidence of successes and challenges of the civil society development cooperation programmes by assessing the value and merit of the obtained results in relation to Finnish development policy, CSOs programme objectives and beneficiary level needs and priorities;

- assess the functioning of the RBM in the organizations receiving programme support; and.
- provide evidence of the successes and challenges of the programme-support funding modality from the RBM point of view.

Seven reports will be published in total: one for each of the six CSO cooperation programmes evaluated, plus a synthesis report - which also includes the results from component 2.

## 1.2. Approach and methodology

The evaluation of WWF Finland was carried out from December 2015 to May 2016 in four phases.

The inception phase included the elaboration of evaluation methodology and preparation of an evaluation matrix with the evaluation questions (Annex 2) which were presented in the inception report. Both qualitative and quantitative data analyses were used. In addition, a desk study of documents as well as the drawing of the Theory of Change (ToC) for the WWF Finland programme were done. WWF Finland was asked to fill in a project information table, which covers data on its partner programmes and projects implemented in 2010-2015, including objectives, strategies, beneficiaries, budgets and expenditure.

During the inception phase, meetings were organised at the Ministry for Foreign Affairs (MFA) with the staff from the Evaluation Unit and CSO Unit as well as the individual desk officer responsible for WWF Finland while the WWF Finland staff were met several times. Projects for field level study were selected, the main criteria being:

- both Nepal and Tanzania programmes started in 2014 and according to the WWF Finland annual report 2014, many outputs had already been created. The activities in Bhutan as well as in Living Himalayas Initiative (LHI) had a slow start, while the access to the remote project sites in Indonesia was difficult;
- Nepal and Tanzania are among the major Finnish bilateral development cooperation countries and therefore it was possible to consider the complementarity of the WWF Finland programme with the Finnish bilateral development cooperation country strategy;
- another evaluated programme CSO, Felm has a number of projects both in Nepal and Tanzania. Therefore for logistical reasons it was sensible to combine the two field visits.

Each partner programme to be evaluated was asked to fill in an information sheet including objectives, duration, organizational setup, lines of reporting, beneficiaries, partners, achievements, budget and spending, human resources and monitoring and evaluation arrangements.

Data was collected and analysed by the evaluation team at different levels. Firstly, documents on the total programme portfolio were collected from WWF Finland and MFA. These documents include partner programme documents including descriptions of project objectives, target groups, geographical loca-

tion of the project; programme budgets; and narrative and financial reports. Based on the documents, a descriptive analysis of the whole project portfolio was made. As these data do not provide independent and objective evidence of the results of the programme as required by the ToR, a second level of meta-analysis was conducted of the CSO programmes based on external evaluation reports. The WWF programme did, however, only start in 2014 and none of the partner programmes have yet been evaluated. Nevertheless, all the partner programmes are based on previous projects/programmes and therefore the evaluation team was able to use some evaluation reports to add information in the evaluation process.

The third level of data collection and analysis was the field survey on a sample of projects under the programme. Consequently, information was collected from WWF Finland and during visits to Nepal and Tanzania where the team conducted interviews with programme partners, stakeholders and beneficiaries (Annex 3). Both Tanzania and Nepal partner programmes were visited for a period of approximately one week, in Dar es Salaam (Tanzania) and in Kathmandu, Banke, Nawalparasi and Dang (Nepal). For this purpose, the evaluation matrix was completed with detailed key questions which were used to guide the key informant interviews, focus group discussions and field observations with key partners, stakeholders, Finnish embassies and the beneficiaries. The evaluation of individual partner programmes served to provide evidence for the analysis made at WWF Finland programme level. The field work involved:

- meetings with WWF country office staff in Nepal and Tanzania;
- meetings with stakeholders in both countries (central and local government, Finnish embassies, other CSOs, private sector representatives)
- visit to and interviews with local communities as beneficiaries in Nepal, interviews with beneficiaries in Tanzania.

Communities in Tanzania were not visited as the evaluation team was told that WWF Finland funds were not directed to the community level.

At the end of each country visit, a participatory validation workshop was held. In Dar es Salaam, the workshop took place on 17<sup>th</sup> March in the presence of WWF Tanzania staff as well as WWF Finland through skype connection. In Kathmandu, the workshop was organised on 18<sup>th</sup> March with the participation from the representatives of the Embassy of Finland, Government of Nepal, implementation partner organizations and the WWF Nepal staff, as well as the representative of WWF Finland (through Skype). PowerPoint presentations were held to present the major findings, after which any factual misunderstandings and mistakes were corrected by the participants and the value of findings was discussed.

Another workshop was organised in Finland to validate the findings with the partners, other stakeholders and WWF Finland, in the presence of the MFA personnel. Separate evaluation reports following the evaluation matrix questions were written based on the field findings and reports from the partner programmes. Further interviews were conducted with the WWF Finland staff in person and via Skype. Also people involved with the environmental education component were

interviewed, as well as WWF Mozambique staff. Both in Tanzania and Nepal, all intended stakeholders and beneficiaries were met. In Finland, youth and teacher students involved in the environmental education component were interviewed on phone. Other WWF Finland partner programmes (Indonesia, Bhutan and Living Himalayas Initiative) were reviewed through desk study.

Documentation was received mainly from WWF Finland, WWF Nepal and WWF Tanzania offices and MFA Finland. Other relevant documentation was retrieved from the interviewed stakeholders and internet. The reviewed documents (Annex 4) include:

- WWF Finland programme plans, logframes, technical and financial reports, audit reports, travel reports
- WWF Finland project documentation from 2010-2015 from respective programme countries (Tanzania, Nepal, Indonesia, Bhutan)
- WWF Tanzania and Nepal partner programme and Tanzania Natural Resource Forum plans, logframes, technical and financial reports, evaluation reports, studies, publications
- MFA - WWF Finland annual consultation minutes
- Other WWF international and WWF Finland guiding documents
- MFA programme based support documentation and other Finnish Development co-operation guiding documentation (CSO Guidelines, Development Policy, RBM Guidelines, Act on Discretionary Government Transfers, etc.)

The collected documentation was shared between the evaluation team members. The team studied individually the documentation, while field information was noted down during the structured and semi-structured interviews and target group discussions. The collected data was linked to indicators and the underlying trends and coherence (or lack of it) were identified. The gathered information and evidence was further analysed jointly through discussion within the evaluation team and triangulated (source triangulation and method triangulation used) with reports and information from other interviews held with beneficiaries, WWF country office staff and stakeholders for validation. The collected information and evidence was analysed and conclusions with related recommendations were formulated. The evaluation team, furthermore, cross-referenced the Component 2 report on the CSOs' Result Based Management.

Regarding the validity of the data collected, the team acknowledges that the answers of the interviewees may contain bias based on the stakeholders' own agenda and interest regarding the programme interventions. The WWF Nepal staff provided assistance in organising the field visits to communities and stakeholders in the field. Although they were present at the meetings, they did not participate in the discussion unless separately addressed. Their presence may, however, have influenced the answers from the interviewees. Any bias from interviews, stemming from different agendas and/or presence of the implementing organization has been mitigated by verifying the information from several sources and/or documentation as applicable. There was no suspect that the reality did not correspond to what was encountered in the field.

To mitigate personal interpretation of the presented evidence by the evaluation team, most interviews were conducted with the presence of two members of the evaluation team. In Nepal, Mr. Gana Pati Ojha, member of the evaluation team for Felm ensured the role of second field evaluator.

The complete list of people interviewed during the different phases of WWF Finland programme evaluation is provided in Annex 3.

The limitations to the evaluation include the following:

- The WWF Finland programme started only in 2014 and it is one of the CSO group that was selected to join programme-based support in the last call for proposals in 2013. Many of the outcomes achieved by the programmes are based on the positive achievements of long-term funding from WWF Finland and other national WWF offices to projects and programmes in the countries and not on the actual programme funding.
- For assessing the projects that were not included in the fieldwork and interviews (Bhutan, LHI, ecological footprint, communications), the team used the annual reports and financial reports to obtain information on their performance. It was not, however, possible to verify in practice whether the reported outputs were produced. The information was discussed with the WWF Finland staff to make sure that the evaluation team understood the reports correctly.
- Lack of baseline (or monitoring them) and proper indicators for outcome level statements. This makes the monitoring of partner programmes difficult to the WWF country offices and WWF Finland, but it hinders any evaluation to measure the level of achievement against a baseline established at the beginning of the programme. Consequently, the assessment of the achievement at outcome level was mostly descriptive.
- The time spent in Nepal and Tanzania was limited due to budget constraints. A longer time would have allowed deeper understanding of the issues and interviews with more and diverse stakeholders in the countries. The team used Skype meetings and phone interviews to collect additional data from some of the stakeholders.
- Extracting exact financial information from WWF Finland reports and from the CSO Unit (MFA) has been challenging and time taking. As the programme financial reporting is mixed with the reporting from projects, some of the figures presented in this report are probably not completely correct but the evaluation team hopes that at least their magnitude is correct. Unfortunately the WWF Finland was not able to extract the financial information that the evaluation team would have needed on the project related expenditure in Finland during the period 2010-2015. The figures used in this report are based on the annual budgets and financial reports of programme based support and/or data provided from WWF Finland at different occasions. Carry forward figures come from WWF Finland, and the expenditure is based on the WWF Finland's annual report to the MFA. The expenditure from 2015 is based on non-audited figures from WWF Finland. The initial budget is derived from the Programme document.

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Chapter 2 of the report describes the broader context of the MFA's programme-based support and the organization of WWF Finland. Chapter 3 provides an overview of WWF Finland development cooperation programme. The findings, conclusions and recommendations are presented in Chapter 4, organised according to the OECD/DAC evaluation criteria: relevance, efficiency, effectiveness, impact, sustainability and complementarity, coordination and coherence. Likewise, Chapter 4 presents an assessment of the assumptions in the WWF Finland programme's Theory of Change and an assessment of lessons learned.

## 2 DESCRIPTION OF THE BROADER CONTEXT

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

The 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: 11).

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

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

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 percent 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 civilian activity in both Finland and in the developing countries. Other objectives are to boost global solidarity, empower local people to exercise influence, and improve cooperation and interaction between the public authorities and civil society actors. Therefore, the central role of the partners - regardless of their organizational mission - sectoral expertise, forms of work, countries of operation and specific stakeholders is to strengthen civil society in developing countries.

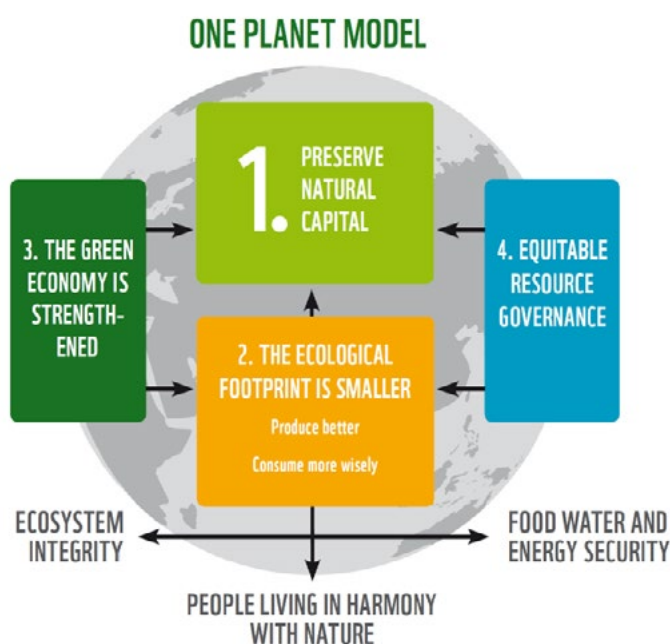
The Theory of Change for Finland's support to CSOs is presented in Figure 4.

The MFA has funded WWF Finland for international development work since the 1990s.

## 2.2. WWF International as an international nature conservation CSO

WWF is an important international organization working on nature conservation, including issues, such as reduction of the rate of biodiversity loss, sustainable utilisation for livelihoods development and mitigation of climate change. The “one planet” concept (Figure 1) and “living planet” index have been launched by WWF to promote sustainable development and to monitor the state of biodiversity globally. WWF works hand in hand with national governments and companies and it partners with a high number of other CSOs in different countries. There are altogether 13 WWF Global Initiatives (GI) which are located in key biodiversity landscapes, such as the ones supported by WWF Finland in coastal East Africa and in the Himalayas. WWF International is the coordinating office for the entire WWF Network and thus also for WWF Finland. The MFA has funded WWF Finland for international development work since the 1990s, and, consequently, the funds are tied to the objectives of development cooperation policies, not only to those of conservation policies.

**Figure 1:** One planet model of WWF international.



Source: WWF Finland programme plan 2014–2016.

WWF Finland was launched in 1972. The work started through groups consisting of experts from different fields. The first one focused on the conservation of white-tailed eagle. This was succeeded by those for the protection of other endangered species, such as Saimaa ringed seal, white-backed woodpecker, lesser white-fronted geese and earless seals. Later on, the work moved from protecting species to also conserving endangered habitats. An important area of work has been the protection of the Baltic Sea which led to close collaboration with other WWF national offices to lobby the private industries and governments for the protection of the sea. In the 1980s, it was established that the existing methods of forest management were the main reasons for the degrada-

tion of forest habitats, and, consequently, the focus moved increasingly to the conservation of forest nature. (WWF Finland website).

The funding of the first international conservation projects started in Kenya, Zambia, Tanzania and Sri Lanka in the 1990s. The UN's Conference on Environment and Development in Rio de Janeiro in 1992, Finland joining the European Union, the Kyoto Climate Treaty and the progress of globalisation further contributed to increasing WWF Finland's international cooperation efforts.

Since the early 2000s, the conservation programmes of WWF Finland have been conducted to support the objectives of the conservation programme of WWF International. All the partner programmes receiving funding from WWF Finland programme (Coastal East Africa, Nepal, Bhutan and Indonesia/Borneo) are located under WWF's international conservation programmes.

The various WWF offices around the world are organised under two categories:

- 1) the national and regional offices which can raise funds and carry out work autonomously, and
- 2) the country offices which must work under the direction of one of the independent WWF offices.

In all cases, WWF's offices carry out conservation work, such as practical field projects, scientific research, advising local and national governments on environmental policy, promoting environmental education, and raising awareness of environmental issues. The national WWF Finland office like all others in the category 1 also contributes funding to WWF's global conservation programme. The cooperation between WWF Finland and other Nordic + national offices (Sweden, Norway, Denmark, Netherlands, UK) is strong and in many cases international programmes are jointly funded with them.

Climate change mitigation and working for sustainable production and consumption have figured prominently in the WWF Finland work since the beginning of the 1990s. The Green Office Environmental System developed by WWF Finland aims to reduce greenhouse gas emissions and is used in Finland by around 500 work places. The Green Office network is currently expanding outside the borders of Finland. WWF Finland also cooperates with companies investing in environmental protection in order to develop new ways to save and produce energy and cut CO<sub>2</sub> emissions. There is now close cooperation with schools to promote the status and methods of environmental education, with a special focus on decreasing ecological footprints. Environmental education is also an essential method applied in many of WWF Finland's development cooperation projects. (WWF Finland website)

WWF Finland's communication and campaigns reach a large number of Finns directly and through public media. In addition, different kinds of guides, brochures and reports are published.

The number of staff has grown over the years, and currently there are 40 staff members with permanent contract working for the organization and in addition some temporary employees and trainees. The international cooperation team of WWF Finland has four staff members coordinating the programme: head programme officer, conservation expert, expert of international coopera-

**Since the early 2000s, the conservation programmes of WWF Finland have been conducted to support the objectives of the conservation programme of WWF International.**

**The working approach of WWF is not confrontational, and the organization likes to define itself as “critical friend”.**

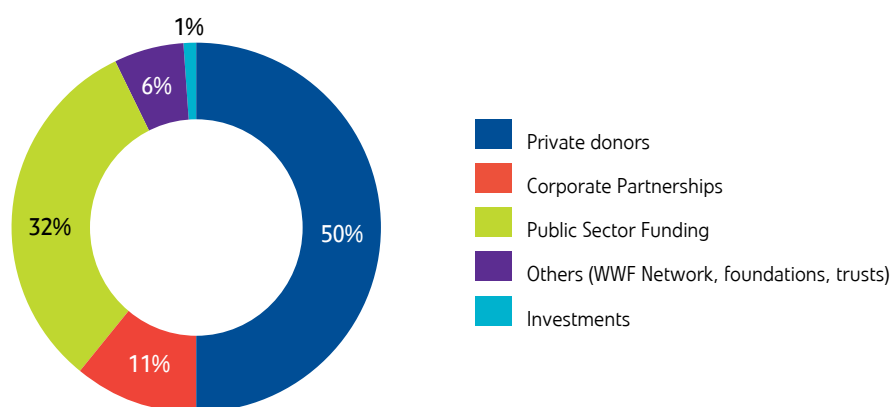
tion and a forestry expert. The number of staff has fluctuated between two and four in the years 2010 to 2015. In programme implementation, the team is reinforced by environmental educators, ecological footprint and communication experts and the rest of the Finnish office staff for different activities taking place in Finland.

From the MFA side, a desk officer in the CSO Unit monitors the programme and participates in other meetings that WWF Finland has actively organised with the ministry staff. In last two years, meetings have been organised, for example, with a group of advisors (forestry, biodiversity) and country desk officers from Nepal and Tanzania.

The working approach of WWF is not confrontational, and the organization likes to define itself as “critical friend” in relation to its work with governments and industries aimed at promoting changes in the system.

The sources of funding are many, and WWF Finland does not depend on one donor. The biggest share of support comes from individuals but also from companies: in 2014, WWF Finland received support in excess of € 25 000 from 17 Finland based companies. In 2015 the total income of WWF Finland was € 8 435 421 of which the MFA funding was € 2 438 547 (29 percent). Figure 2 shows the share of funding from different sources in 2015.

**Figure 2:** Income of WWF Finland in 2015 by sources.



Source: WWF Finland, 2015.

# 3 THE PROGRAMME OF WWF FINLAND AND ITS THEORY OF CHANGE

## 3.1 Description of the WWF programme

WWF Finland is the only one of its kind among the CSOs supported through the programme modality: it is originally a nature conservation organization, focusing mainly on species and habitat preservation. The interlinkage between nature, human behaviour and livelihoods is increasingly addressed by WWF and funds are raised by its own campaigns as well as from development cooperation agencies.

WWF Finland's first partnership programme with the MFA started in 2014. During the period 2010–2015, WWF Finland supported 13 projects in the same countries where the programme is currently operating (Table 1). Five projects were still being implemented in 2015. Table 1 shows the different projects and the budget spent in 2010–2015. The 2015 expenditure is approximate and not audited by the time of the evaluation. Three environmental education projects were implemented in Finland. (WWF Finland, undated k)

**Table 1:** Projects funded by WWF Finland in 2010–2015 and the spent budget by the end of 2015.

Country	Programme	Period	Total spent €
<b>Bhutan</b>			
	Conservation of the Northern Protected Area Complex	2012–2015	714 428
	Reduction of Rural Poverty through improved Natural Resources Management in Wangchuk Centennial Park	2010–2012	352 462
<b>Nepal</b>			
	Decent Work Healthy Environment	2011–2015	584 280
	Integrated River Basin Management at Koshi River	2010–2015	2 544 690
	Integrating Sexual and Reproductive Health and Biodiversity Conservation for Sustainable Management of Natural Resources	2011–2015	1 176 394
	REDD for Reducing Poverty in Nepal	2010–2015	1 054 961
	Participatory Development of Livelihoods, Natural Resource Management and Approaches and Innovative Community Conservation in the Terai Arc Landscape	2010–2011	664 128

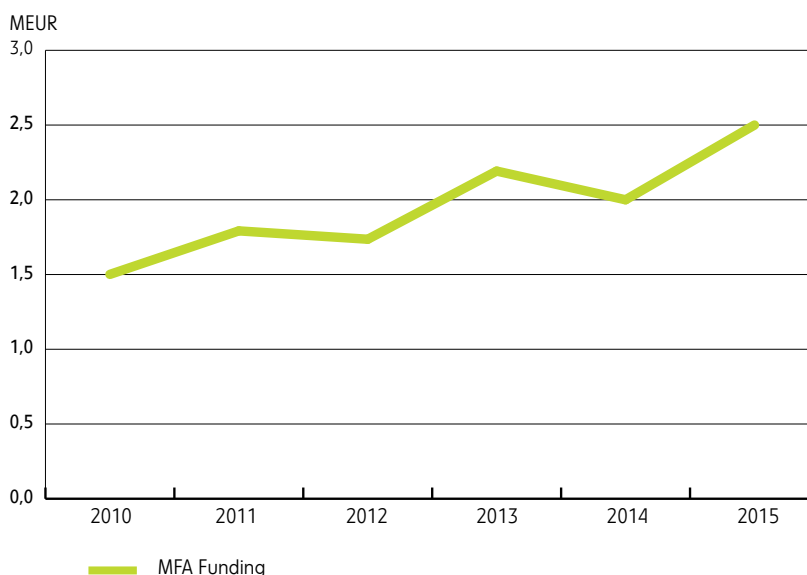
**WWF Finland's first partnership programme with the MFA started in 2014.**

Country	Programme	Period	Total spent €
<b>Tanzania</b>			
	Securing Long-term Benefits for the Communities and Forests of the East Usambara Mountains	2010-2013	1 274 946
	Project Planning: Making Investments work for people and forests in CEA	2013	23 503
<b>Indonesia</b>			
	Protection of Biodiversity, Livelihood and Ecological Functions through Integrated Forest Conservation	2010-2015	1 601 466
<b>Finland</b>			
	Tarinoita muuttuvalta planeetalta (Stories from a changing planet)	2010-2011	59 214
	Voiko maailmaa muuttaa syömällä? (Can you change the world by eating?)	2012-2013	119 859
	Yksi maapallo nyt ja tulevaisuudessa (One planet now and in future)	2013	25 424
<b>Total</b>			<b>10 195 755</b>

Source: WWF Finland, 2015.

Figure 3 shows the total disbursements from the MFA to WWF Finland for the projects and the programme during the evaluation period (2010-2015). There has been an increase of approximately € 1 million in six years.

**Figure 3:** Disbursements from the MFA to WWF Finland from 2010 to 2015, in €.



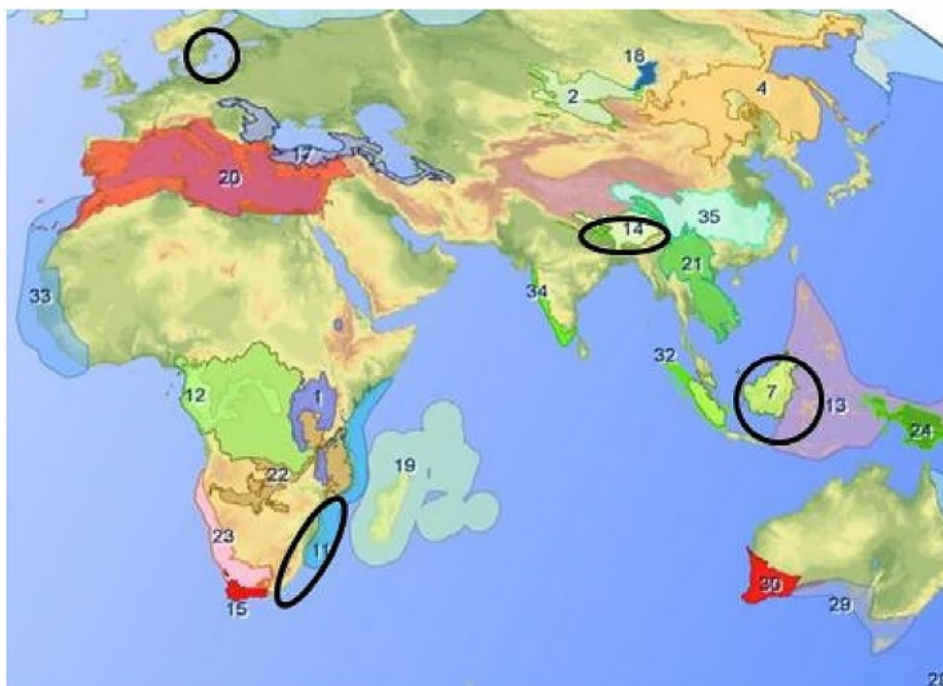
Source: CSO Unit, MFA.

The design of the programme took more than 1.5 years from February 2012 until August 2013 including stakeholder and partner group dialogue in partner countries, visits of WWF Finland to the partner countries and joint planning ses-

sions between WWF Finland and partner countries' WWF office staff. The original programme document proposed a three-year budget of € 10 573 363 divided between 11 “components”, of which three were dropped at the start since the funds granted by the MFA were inferior to what WWF Finland had applied for.

The programme is built around four thematic areas: biodiversity, people, good governance and ecological footprint; and it provides support to two programmes that are part of the WWF Global Initiatives (GI), namely Coastal East Africa Initiative (covering Tanzania, Kenya and Mozambique) hosted by WWF Tanzania in Tanzania and Living Himalayas Initiative (covering Bhutan, Nepal and India) hosted by WWF Bhutan. MFA funds are also used to support country programmes in Indonesia, Nepal and Bhutan. All the programmes are funded jointly with other WWF national offices as a kind of basket funding. The WWF Finland funding is earmarked to certain activities for which there are separate logframes and budgets. Map 1 shows the location of programme components. (WWF Finland 2013).

**Map 1:** Target areas of the partnership programme. Source: WWF Programme Plan 2013. From top: Finland, Nepal/Bhutan/India (Living Himalayas), Indonesia (Borneo), Coastal East Africa (Tanzania and Mozambique).



Source: WWF, 2013.

Thematic programme entities are implemented in Finland on themes of ecological footprint, environmental education and communications. The programme delivery is ensured by partner country WWF offices, their local CSO or government implementation partners, and by WWF Finland staff who manages the programme and also monitors the implementation through visits and regular reports.

**The programme is built around four thematic areas: biodiversity, people, good governance and ecological footprint.**

**The main focus is on developing and implementing ways to interlink people's livelihoods and the conservation of biodiversity in a sustainable way.**

The long-term objective of WWF Finland's programme logframe covers multiple areas, such as conservation and responsible use, management and governance of natural resources. The main focus is on developing and implementing ways to interlink people's livelihoods and the conservation of biodiversity in a sustainable way.

**Table 2:** Logframe of the WWF Finland programme.

Statements	Indicators
<b>Goal: By 2020, the valuable natural environment in globally important areas, based on human needs and biodiversity, is increasingly well 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.</b>	NA
<b>Direct objective 1: By 2017, critical habitats and species in selected target countries are effectively conserved and sustainably managed.</b>	The decrease of the terrestrial LPI (Living Planet Index) halted
<b>Direct objective 2: By 2017, local people and communities, are engaged in and benefitting from sustainable natural resources management and conservation in an inclusive manner.</b>	Number of beneficiaries in target areas. Data disaggregated by gender, ethnic, youth and vulnerable groups.
<b>Direct objective 3: By 2017, governments (district, national, regional) implement sustainable natural resources management practices and enable civil society and local communities to be included and actively influence on decision making process concerning natural resources management.</b>	Cases of sustainable and participatory decision-making processes concerning NRM in target areas (inclusion of CSOs, NGOs in government decisions/plans)
<b>Direct objective 4: By 2017, sustainable lifestyle and green economy is promoted in Finland and selected partner countries by making planetary boundaries and one planet model more recognised.</b>	Number of people reached through WWF Finland campaigns, school tours and various events (Living Planet Report release, Earth Hour, Generation Green, Green economy seminars, etc.)  Cases of responsible management practices and sustainable investments in selected target areas and Finland.

Source: WWF Finland, 2013.

The long-term objective (impact) level does not have indicators, while the ones that the direct objectives have are a numeric description of outputs as they do not indicate changes that are envisaged in the objectives. The indicator for the objective 1 involves the use of Living Planet Index (LPI) which measures trends in biodiversity and is a monitor of ecosystem health. Each of the direct objectives has a variable number of result areas (outputs indicating direct deliverable results) with their own indicators.

Table 3 shows the initiatives supported under the WWF Finland programme. In this report, partner programmes refer to the programme components implemented by WWF country offices.

**Table 3: Partner programmes and other components funded by the WWF Finland programme.**

<b>Initiative</b>	<b>Main area of activity</b>	<b>Beneficiaries</b>
<b>Coastal East Africa Initiative (CEAI)</b> (Tanzania, Mozambique) <i>Basket funding</i>	<ul style="list-style-type: none"> <li>– Studies on timber trade and investment in natural resources</li> <li>– Organization of platforms on policy and sustainable land-based business and investment solutions in the forest sector</li> <li>– Support to natural resource CSOs</li> <li>– Private sector involvement and investment for locally controlled forests</li> <li>– Support to community based forest management in Ruvuma landscape</li> </ul>	Government departments, local communities in Tanzania Ruvuma landscape and local CSOs in Mozambique and Tanzania
<b>Living Himalayas Initiative (LHI)</b> (Nepal, Bhutan, India) <i>Basket funding</i>	<ul style="list-style-type: none"> <li>– Advocacy of sustainable infrastructure development</li> <li>– Regional spatial framework development for ecosystems contiguity and ecological connectivity</li> <li>– Policy advocacy of regional climate change investments</li> <li>– Development of public-private partnerships</li> <li>– Capacitation of WWF Indonesia teams</li> </ul>	<ul style="list-style-type: none"> <li>– Governments of India, Nepal and Bhutan</li> <li>– Climate Summit Secretariat</li> <li>– Asian Development Bank</li> <li>– International Centre for Integrated Mountain Development (ICIMOD)</li> <li>– ADB and WB</li> </ul>
<b>Borneo (Indonesia)</b>	<ul style="list-style-type: none"> <li>– Conservation and sustainable development in Muller Schwaner areas with stakeholders</li> <li>– Capacitation of local CSOs</li> <li>– Development and implementation of village green-business development models and conservation based</li> <li>– Community based forest management models facilitation and documentation</li> <li>– Sustainable development education and communications programmes to decision makers and youth</li> <li>– Adoption of FSC certification in the timber concession/company situated in Muller Schwaner areas</li> <li>– Development of sustainable financing mechanisms to support green economy, conservation and sustainable livelihood of the people living surrounding Muller Schwaner</li> </ul>	<ul style="list-style-type: none"> <li>– More than 15 villages in West and Central Kalimantan, ethnic Dayak people</li> <li>– 10 Local NGOs and CSOs in West and Central Kalimantan</li> <li>– Ministries of the Government of Indonesia; local Government at provincial and district level</li> <li>– Universities</li> <li>– Private Sector in Central and West Kalimantan province, as well as the Association of forest concession holders (APHI)</li> </ul>

Initiative	Main area of activity	Beneficiaries
<b>Bhutan</b> <i>Basket funding (the logframe completely changed in 2016, main emphasis on corridor design and human wildlife conflict)</i>	<ul style="list-style-type: none"> <li>– Thrumsing La National Park (TNP) engages local communities and relevant stakeholders in the zonation exercise</li> <li>– Roadside dwellers community, including women, engaged in park conservation</li> <li>– Inclusive TNP Corridor Steering Committee and Community Advisory Committee</li> <li>– Biological corridor design and management</li> <li>– Human-wildlife conflict monitoring and adaptive management, solar electric fencing</li> </ul>	Local communities living inside and around national parks and conservation areas
<b>Nepal</b> <i>Basket funding</i>	<ul style="list-style-type: none"> <li>– Curbing poaching and illegal trade of wildlife and wildlife parts in Terai Arc Landscape (TAL)</li> <li>– Collaborative management of high conservation value areas</li> <li>– Building community skill and capacity to sustainably manage natural resources</li> <li>– Green/eco-enterprises and green jobs; climate change adaptation; good governance by CSOs.</li> <li>– Civil society partners and stakeholder sensitised to influence on ERPD (Emission Reduction Programme Document) and climate change related international negotiations such as United Nations Framework Convention on Climate Change.</li> <li>– Green generation (youth) awareness of sustainable lifestyles, consumption ethics and biodiversity conservation</li> </ul>	<ul style="list-style-type: none"> <li>– Youth (Community Based Anti-Poaching Unit members): 3065 across TAL</li> <li>– School students: 484 Eco-clubs and members across TAL</li> <li>– Local community based organizations across TAL</li> <li>– TGG members: 56,000 across the country</li> <li>– Staff members of 6 protected area Authorities (3 national parks 2 wildlife reserve, 1 conservation area) and Nepal Army deployed in the same protected areas)</li> <li>– 14 district forest offices and their staff members</li> <li>– Judiciary and Customs representatives: Capacity development in wildlife trade monitoring and sensitisation</li> <li>– Members of 6 cooperatives across TAL</li> <li>– Continuation of work with 29,416 people benefitted from SRH service and 11,295 benefitted from family planning service across TAL</li> </ul>
<b>Ecological footprint In Finland</b>	<ul style="list-style-type: none"> <li>– Green economy – advocacy and promotion of responsible management practices</li> <li>– Sustainable production and consumption</li> <li>– Climate change mitigation- advocacy -CSOs</li> </ul>	<ul style="list-style-type: none"> <li>– Some 150 executives and managers in the private sector, administration and academia:</li> <li>– 6 WWF offices</li> <li>– Meat sector companies</li> </ul>

Initiative	Main area of activity	Beneficiaries
<b>Environmental education In Finland</b>	<ul style="list-style-type: none"> <li>– Environmental education training in Nepal and Finland.</li> <li>– Production of educational materials</li> <li>– Environmental lessons facilitated by the WWF Finland ambassadors ("eat more vegetables, don't waste food")</li> <li>– Engaging young people in youth groups to plan and execute WWF campaigns and other environmental activities in Nepal and Finland.</li> <li>– Establishment of existing eco-clubs in schools in Finland and cooperation with existing eco-clubs in Nepal.</li> <li>– Advocacy to influence the curricula reformation to include important environmental and sustainability themes.</li> </ul>	<ul style="list-style-type: none"> <li>– In 2014–15</li> <li>– School tour reached 27 316 pupils</li> <li>– School tour reached 1 200 teachers</li> <li>– School tour reached approx. 8 200 families</li> <li>– Educational material reached approx. 140 000 pupils</li> <li>– Workshop participants: 285 teachers and 370 students</li> <li>– 70 young people in Youth Group and as Ambassadors</li> <li>– Youth group activities reached approx. 2 100 people</li> <li>– Four pilot schools in Helsinki</li> </ul>
<b>Communication In Finland</b>	<ul style="list-style-type: none"> <li>– Stories of development cooperation projects at WWF Finland magazine,</li> <li>– WWF Finland newsletters, social media and website</li> <li>– Press releases and provision of additional visual materials</li> <li>– Direct contacts with journalists and interviews given by WWF Finland experts (print media, TV and radio)</li> <li>– Celebrity cooperation, preparation of IWT videos</li> <li>– Participation in the events (World Village)</li> <li>– Media trip</li> <li>– Photo exhibition from Bhutan, Meeri Koutaniemi eyewitnesses</li> </ul>	<ul style="list-style-type: none"> <li>– WWF Magazine readers 27 100 (December 2015)</li> <li>– WWF Newsletters 38 000 (December 2015)</li> <li>– Facebook followers (December 2015) 84 000</li> <li>– Instagram followers (December 2015) 5 376</li> <li>– Twitter followers (December 2015) 4 982</li> <li>– WWF Finland website visitors (September-December 2015) 136 000</li> <li>– WWF Finland website visits (September-December 2015) 183 000</li> <li>– Journalists</li> <li>– General public</li> </ul>

Source: WWF Finland, 2013; WWF Finland, undated j ; WWF Finland, 2015 d.

The total funding budgeted for the programme 2014–2016 is shown in Table 4, divided between the components. The MFA funding and WWF Finland’s own contribution (15 percent of total) are shown on their own rows. The budget for expenses in Finland in 2014 is a rough estimate as the budget presented to the MFA included both project and programme funding. For this purpose, 50 percent of budget was counted by WWF Finland as allocation from the programme. The same applies to the budget for administration.

**Table 4:** Allocation of funds to initiatives (initial application and adjusted budgets 2014–2016).

In €			Revised budget		Total real budget for 2014-16
Initiative	Initial budget 2014-2016	2014	2015	2016	
Coastal East Africa Initiative	961 496	250 000	250 000	185 000	600 000
Living Himalayas (Nepal, Bhutan, India)	300 000	140 000	100 000	40 000	280 000
Borneo (Indonesia)	1 133 230	300 000	300 000	200 000	800 000
Bhutan	899 100	0	225 000	0	225 000
Nepal	3 455 000	285 000	608 000	700 000	1 593 000
Eastern Africa Regional Hub, India country programme and illegal wildlife trade (cancelled in 2014)	1 720 000	0	0	0	0
<b>Subtotal partner programmes</b>	<b>8 468 826</b>	<b>975 000</b>	<b>1 483 000</b>	<b>1 125 000</b>	<b>3 583 000</b>
<b>WWF Finland</b>					
Personnel	1 826 500	165 000	370 577	275 000	810 577
Communications	300 000	35 000	85 946	60 000	180 946
Ecological footprint and environmental education	210 000	44 700	76 500	40 000	161 200
Planning, Monitoring and evaluation	220 000	45 000	91 562	124 718	261 280
Green office international expansion (cancelled in 2014)	170 000	0	0	0	0
<b>Subtotal Finland</b>	<b>2 726 500</b>	<b>289 700</b>	<b>624 585</b>	<b>499 718</b>	<b>1 414 003</b>
Administration (10 percent)	1 243 925	132 000	241 278	169 400	542 678
<b>Total Programme funding</b>	<b>12 439 251</b>	<b>1 396 700</b>	<b>2 348 863</b>	<b>1 794 118</b>	<b>5 539 681</b>
Co-financing (15percent) from WWF Finland	1 865 888	209 505	352 329	269 117	830 951
<b>Total MFA funding</b>	<b>10 573 363</b>	<b>1 187 195</b>	<b>1 996 533</b>	<b>1 525 000</b>	<b>4 708 728</b>

Source: WWF Finland.

In November 2013, the MFA decided to fund the WWF Finland programme with € 5 754 637 during the three-year period 2014–2016 (Ulkoasiainministeriö, 2013 a). The quality group noted that it was positive to have an organization like WWF with its thematic focus among the programme CSOs. It was also emphasised that the MFA should discuss with the WWF Finland how the activities in Finland are related to the activities in partner countries and to the objective of poverty reduction (Ulkoasiainministeriö, 2013 b). In 2015, the MFA informed WWF Finland about a € 960 000 cut in programme funding.

As the programme started only in 2014, there are no evaluations yet. It is evident, however, that a culture of evaluation exists to a certain degree since both internal and external evaluations have been conducted for the old and ongoing projects. In addition, there are several external evaluations made by other

WWF national offices funding the partner programmes (e.g. LHI in 2015; WWF Indonesia strategy mid-term review 2015; Swennenhuis, J., van den Linde, H., 2013; van der Linde, 2016) which benefitted the programmes and thus also the parts funded by WWF Finland.

### 3.2 Theory of Change of WWF Finland

The Theory of Change (ToC) of WWF Finland has been reconstructed from the programme logframe, most recently revised by WWF Finland in 2015. The theory attempts to include the context of the programme (global as well as the particular countries in which the programme is being implemented), the long-term sequence of change envisaged to lead to the expected outcomes and the assumptions about how these changes might happen.

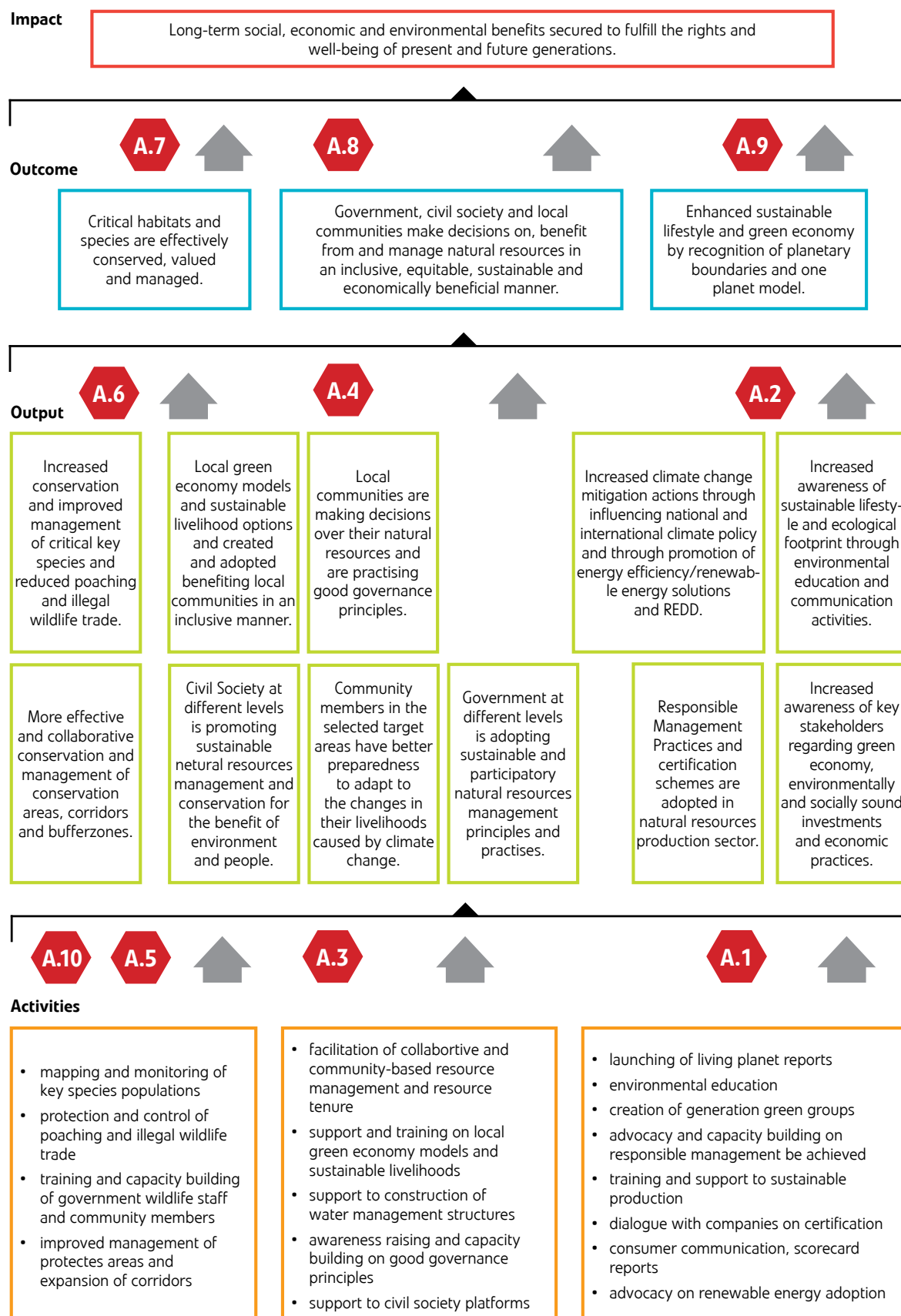
The main change that the WWF Finland programme targets at is “long-term social, economic and environmental benefits are secured to fulfil the rights and well-being of present and future generations” (WWF Finland, 2013). The proposed ToC is presented in Figure 4. The three outcomes related to i) conservation; ii) stakeholder benefits and natural resource management; and, iii) sustainable lifestyles and green economy will be achieved as logical sequence of a broad set of outputs. These outputs are, in their turn, produced by the activities in the partner countries.

Each programme component has been designed to contribute to one or more outcomes of the programme.

**In November 2013, the MFA decided to fund the WWF Finland programme with € 5 754 637 during the three-year period 2014-2016.**

**The Theory of Change (ToC) of WWF Finland has been reconstructed from the programme logframe.**

**Figure 4: Proposed Theory of Change for WWF Finland programme**



The One Planet model in the outcome on enhanced sustainable lifestyle includes different issues defining sustainable resource management and consumption, such as the reduction of CO<sub>2</sub> emissions, elimination of waste flows, regeneration of degraded environments and biodiversity loss (WWF international One Planet living principles).

In practice, the activities are implemented by the WWF country offices in Nepal, Tanzania, Indonesia, India and Bhutan as well as by their local CSO or government partners funded at least partly by MFA funds. In this result chain the following assumptions are made:

**A1.** Awareness raising and capacity development of government agencies and private companies will lead to adoption of responsible management practices and certification schemes. WWF Finland has access to convincing information to raise the awareness.

**A2.** Responsible management practices, certification schemes and increased environmental awareness lead to sustainable lifestyles. WWF Finland is a credible partner in accessing private sector.

**A3.** Awareness raising and training will lead to changes in management and government practices.

**A4.** Programme staff is able to reach also the vulnerable segments of the society.

**A5.** Results of mapping and monitoring are used in decision-making for conservation and management.

**A6.** Conservation and management of key species and habitats lead to more resilient ecosystems.

**A7.** Conservation of critical habitats and key species will respect the rights of the present generation.

**A8.** Collaboration between government, civil society and local communities is long-term.

**A9.** The green economy model can create long-term social, economic and environmental benefits

**A10.** Government willingness and commitment to stop poaching and other illegal activities.

The evaluation looks at these assumptions and assesses whether the initial ToC is valid.

### 3.3 Context of the visited projects

#### 3.3.1. Programme support to Coastal East Africa Initiative

WWF Tanzania is supported by different WWF national offices, including WWF UK, Sweden, Norway, Denmark (Nordic +) and USA (interviews). Earlier engagement by WWF Finland in Tanzania included the project support to the initia-

**In 2012, new ways of support were identified and a decision was taken to participate in funding the Coastal East Africa Initiative.**

**CEAI has basket funding with support from the Nordic + countries.**

tive for nature conservation and sustainable utilisation of natural resources in East Usambara mountains in 2004-2013. In 2012, new ways of support were identified and a decision was taken to participate in funding the Coastal East Africa Initiative. CEAI is one of the 13 WWF global initiatives (GI) which since 2010 supports biodiversity conservation and sustainable natural resources management under three programmes: marine; terrestrial; and governance and empowerment. The terrestrial part has focused on the Ruvuma Landscape in Southern Tanzania and Northern Mozambique - especially in relation to landscape planning, sustainable community forest management, cross-border timber trade and investments in forestry (WWF Tanzania, 2014-2015 a).

The original plan for support was much more ambitious than what was eventually funded: the proposed budget of € 961 496 for 2014-2016 was reduced to € 685 000, and, consequently, the whole marine component was dropped.

CEAI's objective is "the governments and peoples of the Coastal East Africa region are effectively controlling decisions over their natural resources and exercise their responsibility for ensuring that key ecosystems and habitats are sustainably managed" (WWF Tanzania 2014-2015 a). The main objective (outcome statement) of WWF Finland's contribution is to establish inclusive platforms for multi-stakeholder dialogue on forests and investments to encourage inclusive and sustainable land-based investment in the forest sector both in Tanzania and in Mozambique.

The cross-cutting objectives of Finnish development cooperation (Ministry for Foreign Affairs of Finland, 2012), including gender and social inclusion, indigenous groups and governance (but not climate sustainability) have been included in the logical framework and in the related indicators (Annex 6).

The Finnish support is mostly directed at supporting CSO platforms focusing mostly on local, national and regional timber trade. Since 2015 there has been a strong shift to support the development of value chains from community based forest management as continuation of North-South Dialogue organised in Finland in 2014. The new WWF Tanzania's CEAI strategic plan 2016-2020 is divided into three strategic areas, namely i) sustainable fisheries; ii) sustainable forests; and, iii) sustainable investments. The MFA funding is directed toward responsible timber trade and sustainable forest management which will be under strategic area 2 (WWF Tanzania, c - d). A feature of the WWF Finland support is funding for South-South and North-South exchanges that take place between different WWF offices and members of local communities in Africa. A large portion of funding goes to the Tanzania Natural Resource Forum (TNRF)--WWF programme 'Long-term partnership programme on forest and land-based investments in Tanzania'.

Since the CEAI has basket funding with support from the Nordic + countries, the € 225 000 annual Finnish contribution is only a small part of the total expenditure: for example, during the financial year July 2014-June 2015, the total funding was USD 6 667 324 and the WWF Finland contribution amounted to only three percent of the total.

**Table 5:** Budgeted and spent funds in CEAI, in €.

Year	Budget	Received	Expenditure
2014	250 000	225 000	187 826
2015	250 000	225 000	221 809
2016	185 000		

Source: WWF Tanzania 2015 b.

Table 5 shows the budgeted and received funds as well as the expenditure for 2014–2015. In 2014, € 20 313 were used in Finland for the North-South exchange, resulting in the total expenditure of € 187 826.

The target groups are the Tanzanian (and also Mozambican) CSOs, in particular the Tanzania Natural Resources Forum (a major implementing partner of the programme) and its member CSOs. Recently target groups also include private sector timber traders, village natural resource committees (five in Kilwa and five in Tunduru districts) and government officials.

### 3.3.2. Programme support to Nepal

WWF Nepal is supported by several national offices. WWF Nepal focuses on i) conserving flagship and priority key species, forests, freshwater; and, ii) mitigating the threat of climate change to communities, species and their habitats through support to a) policy development and advocacy; b) curbing illegal wildlife trade; as well as, c) supporting sustainable livelihoods.

WWF Finland has supported activities in Nepal through project interventions with MFA funding since 2003. During the evaluation period 2010–2015, WWF Finland supported the following projects with MFA funds:

- Good Work, Healthy Environment (DWHE, pilot 2011, implementation 2012–2015)
- Integrated River Basin Management at Koshi River (2010–2016)
- Integrating Sexual and Reproductive Health and Biodiversity Conservation for Sustainable Management of Natural Resources (PHE, 2011–2015)
- REDD (Reducing emissions from deforestation and forest degradation) for Reducing Poverty (2009–2015)
- Participatory development of livelihoods, natural resource management approaches and innovative community conservation in the Terai Arc (2003–2011).

The programme Enabling Sustainable Development in Nepal commenced in 2014. The programme supports the implementation of the Terai Arc Landscape (TAL) Strategies 2004–2014 and 2015–2025 which are the Nepalese government's approach to address landscape level conservation in the area. The Enabling Sustainable Development programme builds and upscales activities and best practices from the other WWF Nepal projects; namely the Participatory development of livelihoods in Terai Arc, Integrating Sexual and Reproductive Health and Biodiversity Conservation (PHE), Good Work, Healthy Environment (DWHE) as well as the REDD for Reducing Poverty.

**WWF Finland has supported activities in Nepal through project interventions with MFA funding since 2003.**

**The aim of the partner programme is to secure long-term social, economic and environmental benefits for people through improved management and governance of Nepal's priority conservation landscapes.**

The population part of the PHE project involved dissemination of family planning information and services, while the health part related to other aspects of reproductive health or any health issues that are considered relevant by the target community, for example water, sanitation, malaria prevention, or child health issues. The environmental component most typically concentrated on environmental conservation and biodiversity, but it also included natural resource management. The DWHE project and its pre-phases supported the creation of functional cooperation between the conservation sector and the forest-based trade unions, which also contributed in ensuring the sustainable forest management in the project areas (Vormisto and Singh, 2015).

The aim of the partner programme is to secure long-term social, economic and environmental benefits for people through improved management and governance of Nepal's priority conservation landscapes (WWF Nepal, undated a). The programme addresses the themes of biodiversity, people, good governance and the ecological footprint, as expressed in the WWF Finland logframe.

Biodiversity, people and good governance components support the community based organizations (e.g. Community Forest Coordination Committees, Community Forest User Groups, Buffer Zone User Groups, and Buffer Zone User Committees, Community Based Anti-Poaching Units) and also trade union members of Central Union Of Painters, Plumbers, Electro and Construction Workers Nepal (CUPPEC) as well as Construction and Allied Workers' Union (CAWUN) affiliated with Building and Wood Worker's International, Nepal Affiliate Committee (BWI-NAC) in the Terai Arc Landscape and Sacred Himalayan Landscape (SHL). The programme builds capacity as well as raises awareness among the target groups of conservation, natural resources management, climate change adaptation, equitable benefit sharing, green jobs and income generating activities, among others (WWF Nepal, undated a).

Governance and low carbon development are also addressed through support to and advocacy of the development of CO<sub>2</sub> emission reduction programme and the engagement of academic youth in conservation and environmental movement through research fellowship scheme.

WWF Nepal is, furthermore, supported by the "Truly Global Program" under the MFA's programme funding. Truly Global is a WWF programme on strengthening and empowering the capacities of the WWF country offices under WWF International network. The Truly Global support commenced only in 2015 (WWF, 2014 b). The support is targeted to build capacities both in advocacy and service provision.

The programme support is part of the basket funding which WWF Nepal uses to support the TAL activities. Other major funders of the basket for TAL region are WWF US and UK (interviews with WWF Finland).

The budget distribution and expenditure for 2014-2015 (including Enabling Sustainable Development, Truly Global and a separate funding for Family Planning Association of Nepal (FPAN) are presented below:

**Table 6:** Programme support to WWF Nepal and FPAN 2014–2015I in 2014–2016, in €.

Year	Budget	Received	Expenditure
<b>2014</b>	215 031	215030	214 230
<b>2014 FPAN</b>	70 000	70 000	70 000
<b>2015</b>	608 000	578800	555 535
<b>2016</b>	700 000		

Source: WWF Nepal, undated c.

## 4 FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

### 4.1 Relevance

The programme of the WWF Finland is in line with the WWF mandate: it addresses the bottlenecks of biodiversity, conservation and the sustainable use of forest resources in some key ecosystems in Asia and Africa. At the same time, the link between the global challenges and sustainable development in Finland is emphasised through environmental education, outcomes around ecological footprint and communication on global environmental threats and possible solutions. (WWF Finland, 2013).

The partner programmes are mostly based in WWF Global Initiative (GI) areas, identified as such because of their key biodiversity features and the threat to critical species. In most areas, WWF Finland has already supported past project activities (Indonesia, Nepal, Bhutan) and is therefore well acquainted with the WWF country offices.

#### Relevance to the Finnish development policy

The development policy of Finland was updated in 2015, but the WWF programme is based on the 2012 policy (Ministry for Foreign Affairs of Finland, 2012) with the following priority areas:

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, and
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 main objective of the CSO guidelines (Ministry for Foreign Affairs of Finland, 2013) is the contribution of a vibrant and pluralistic civil society to democracy and good governance. According to the CSO guidelines, the programme support granted by the MFA to partner organizations includes a development communications component.

The WWF Finland programme is well aligned with the Finnish Development Policy of 2012, with the priority areas 2) and 3) in particular. The policy states that “Through development policy and cooperation Finland can support protection of environment and biodiversity as well as promote sustainable use of natural resources”. WWF Finland’s impact and outcome level statements in the programme logframe address the biodiversity and sustainable natural resource

**The WWF Finland programme is well aligned with the Finnish Development Policy of 2012.**

use and these issues are similarly included in the separate partner programme logframes (Revised work plans 2015 for LHI, Indonesia, Bhutan, CEAI, Nepal, ecological footprint, environmental education, communications).

In the case of Tanzania, the cross-cutting objectives of Finnish development policy are well covered in the formulation of the logframe but less attention has been paid to the indicator themes of social inclusion, indigenous people and minority groups in the actual implementation (interviews with WWF Tanzania; WWF Tanzania 2014 c). In Nepal, young generation is closely engaged (the Generation Green campaigns, scholarship schemes, eco clubs/environmental clubs, community based anti-poaching units) with the programme and taking an active role in supporting the longer term aim of sustainable development. This aspect is further strengthened in Finland through environmental education in schools and supporting youth to be active environmental citizens in the country. This effort can potentially contribute to creating vibrant and pluralistic societies in the future. (WWF Finland, undated n; WWF Finland, undated d; WWF Nepal, 2015a, WWF Nepal 2015 b, interviews with WWF Finland, WWF Nepal and beneficiaries).

As for the contribution to creating vibrant and pluralistic societies, WWF Finland's programme is partly aligned with the ToC for Finland's support to CSOs (Annex 7). The main alignment with the shorter-term outcomes relates to "Finnish citizens informed and supporting development cooperation" since a number of communication and awareness raising campaigns have been organised in Finland, such as the Earth Hour attracting attention to global climate change. Regarding longer-term outcomes, the main alignment is with the statements "Citizens participate in economic, social and political life and citizens exert influence", as shown in Tanzania by the participation of communities in timber trade platforms or the participation of youth and community members involved in anti-poaching patrolling jointly with government law enforcement agencies in Nepal. Similarly, WWF Finland's programme statements are coherent with the sustainable development statements in the ToC, emphasising the green economy, sustainable management of resources and ecological sustainability.

On the other hand, WWF Finland programme has concentrated less on directly building the capacity of partner organizations which is considered as one of the main aspects of building vibrant and pluralistic societies (interviews with WWF Tanzania and WWF Nepal staff; WWF Finland, undated g; WWF Finland, undated h).

The programme's three components implemented in Finland (environmental education, ecological footprint and communications) are all relevant since they raise awareness among citizens - including youth and children - of the global links between the lifestyles and livelihoods, overconsumption, loss of biodiversity and climate change (interviews with WWF Finland staff; WWF Finland, 2015 c, d; WWF Finland, undated b, c). They are not as such directed toward strengthening civil society but for private citizens to act in a more responsible way in their livelihood choices. The aim of the youth component is to educate a young generation in Nepal that would become environmentally conscious citizens actively influencing the society and decision makers.

**The programme's three components implemented in Finland (environmental education, ecological footprint and communications) are all relevant.**

**The partner programme plans address directly and/or indirectly several land and human.**

## **Responding to the rights and priorities in the partner countries**

The partner programme plans address directly and/or indirectly several land and human rights. For example, in Nepal the programme works on rights, such as access to information, right to freedom from discrimination, right to work and to have livelihood, right to health, food as well as the right to association (WWF Nepal, 2015 b; interviews with WWF Nepal staff and beneficiaries). The Human Rights Based Approach (HRBA) has, however, only recently been introduced as a strategic approach in different partner country offices. Relevant efforts in this area include the country specific “Livelihoods, Human Rights and Gender” reviews conducted in 2014 and in 2015 (WWF Tanzania, 2014 c) in the Coastal East Africa countries (Kenya, Mozambique and Tanzania). The study in Tanzania found out that taking into consideration social issues or promoting human rights were not familiar to most staff and the motivation to include them in the work was mostly due to requests from the development partners. The study also noted that the application of the human rights based approach is essentially unmonitored and unreported. A related awareness raising training was organised for WWF Tanzania staff, local government officials and partner CSOs (WWF Tanzania, 2015). In Nepal, a “Gender Responsive and Inclusive Conservation” (WWF Nepal 2015 c) study was conducted in 2015. The studies and training efforts were funded by other donors that contribute to the basket funding mechanism (interviews with WWF staff; van der Linde, 2016).

As a consequence of the studies, an action plan and a monitoring system were drawn in Tanzania, but neither there or in Nepal is there clear indication of systematic human rights integration at the strategic or activity level (WWF Tanzania, 2015; interviews with WWF Tanzania and WWF Nepal staff). Even the new theory of change for the CEAI forestry strategy in Tanzania (CEAI, 2016) has not mainstreamed human rights issues, such as equal benefit sharing or gender equality in the governance part of the strategy. In Nepal, on the other hand, gender and social inclusion (GESI) together with public hearing public auditing (PHPA) are part of government policies and regulations in the sector, and thus also integrated to the implementation at the field level (WWF Nepal, undated b; interviews with WWF Nepal staff and beneficiaries).

## **Comparative advantage and the strength of WWF Finland**

WWF Finland’s comparative advantages in implementing the programme in the respective countries are several:

- WWF is an internationally recognised and well-known nature conservation organization with a large membership and support;
- WWF has an international and regional network, which is well established and recognised by different stakeholders. For example, the country offices in Coastal East Africa have worked jointly for the East Africa timber trade forums and to promote the Memoranda of Understanding (MoU) between the different forest authorities (interviews with different stakeholders in Tanzania). Also, for the Living Himalaya initiative, country offices of Bhutan, Nepal and India work together for one goal (interviews with WWF Finland staff);

- the presence of WWF in partner countries is long-term and began many years ago;
- WWF has gained trust from partners and stakeholders, including government, civil society and private sector (interviews with stakeholders and beneficiaries in Tanzania and Nepal). The trust enables WWF to work closely with its partners and stakeholders in the respective countries. The engagement with the private sector in the partner countries is, however, recent, and e.g., the WWF Tanzania office is not yet familiar with the corporate thinking or reasoning among the local timber traders and along the value chain (interviews with WWF Tanzania staff; interviews with stakeholders in Tanzania);
- the approach of WWF is not confrontational but it sees itself as a critical friend (interview with WWF Finland staff), which is considered positive by most government partners. In the programme countries, WWF has played an important role in advocating, facilitating and/or implementing governmental and regional agreements and strategies (in Tanzania regarding the Zanzibar declaration, in Nepal regarding the Terai Arc Landscape Strategy 2015-2025).

### Alignment with national policies

The WWF Finland programme is in line with the Tanzanian policies on supporting sustainable forestry and investments for economic growth. The main official policies and strategies that guide the societal development in Tanzania are the National Strategy for Growth and Poverty Reduction (MKUKUTA 2010-2015, not updated; Government of United Republic of Tanzania, 2010) and the Vision 2025 (Government of United Republic of Tanzania, 2010 b); while the sectoral policies include the Forest Policy (Government of United Republic of Tanzania, 1998) and Act (Government of United Republic of Tanzania, 2002), Village Land Act (Government of United Republic of Tanzania, 1999), National Environmental Policy (Government of United Republic of Tanzania, 1997), and Environmental Management Act (Government of United Republic of Tanzania, 2004). The support to the Coastal East Africa Initiative is coherent in particular with the strategies of growth based on sustainable natural resources management and improved governance, which is one of the main components of MKUKUTA.

The programme is also in line with the National Policies in Nepal, especially through contributing to Nepal's National Biodiversity Strategy and Action plan (Government of Nepal, 2014), Nepal's forest policy, the government's Terai Arc Landscape strategies of 2004-2014 and 2015-2025 (Government of Nepal, 2004, 2015) by commitment to conservation of biodiversity and improvement of people's livelihoods.

**Conclusion:** WWF Finland as an organization shares many objectives with the Finnish development policy 2012, especially regarding inclusive green economy promoting employment and sustainable management of natural resources and environmental protection. The WWF Finland design has integrated Finnish development policy 2012 objectives

**WWF has gained trust from partners and stakeholders, including government, civil society and private sector.**

**The implementation of human rights based approach is not yet evident in the partner programmes.**

**Efficiency is therefore partly based on WWF Finland jumping on a moving train of a long-term programme running since 2010.**

adequately in the programme. However, the implementation of human rights based approach is not yet evident in the partner programmes.

WWF Finland as an organization has the capacity to design and implement development cooperation programmes, and it merits its place among the CSOs receiving programme-based support from the MFA.

**Recommendation 1:** The human rights based approach needs to be further mainstreamed and integrated in the WWF Finland programme.

## 4.2 Efficiency

### Outputs in programme components

The team verified the outputs reported between 2014 and 2015 in the partner programmes in Nepal and Tanzania as well as in Finland regarding the environmental education component. In Tanzania, the main outputs are related to studies, advocacy, lobbying of government partners; as well as creating new kind of multi-stakeholder platforms to move the agenda on land-based investments in timber, land and other natural resources (WWF Tanzania, 2014 b; interviews with WWF Tanzania, WWF Finland and TNRF staff; interviews with stakeholders). Turning these outputs to results is slower than expected since advocacy takes time. The more important results achieved are the fruit of activities that already began in the period before the programme funding started (Swennenhuis, J., van der Linde, H., 2013). For instance, the Coastal East Africa Initiative had made progress on issues, such as Memoranda of Understanding (MoU) on illegal timber trade between Tanzania and neighbouring countries (Kenya, Mozambique, Zambia) over several years, although the actual signing of the memorandum between Tanzania and Kenya took place in 2015 when the Finnish programme funding had kicked in (Anonym, undated, 2012, 2015). Similarly, while the East Africa timber forum (that was funded in part by WWF Finland in 2015) led to the drafting of the Zanzibar declaration on illegal trade in timber and forest products (Zanzibar declaration signed on illegal trade of timber and forest production 2015), it had already been preceded by two similar forums (2013 and 2014) that laid important groundwork (interviews with stakeholders in Tanzania). Efficiency is therefore partly based on WWF Finland jumping on a moving train of a long-term programme running since 2010.

Also in Nepal, the activities had already been conducted for many years under different projects, e.g. in Terai Arc Landscape, the Finnish funding had been launched already in 2003. A high number of outputs have been produced in relation to service delivery - all in line with the plans - ranging from support to local forest user groups and cooperatives (organizations, institutions) and securing their user rights, to livelihoods activities (basic skills development and support to co-operatives), youth empowerment and anti-poaching outputs (WWF Nepal 2015 a, 2015 b).

In Finland, the “ambassadors” facilitating the school lessons of the environmental education component were mostly university students who in 2014-

2015 reached altogether 27 313 primary school pupils and 57 high school pupils. The 61 trained lecturers (“ambassadors”) held 1220 lessons (WWF Finland, undated e) The effect of the lessons on pupils was also monitored by WWF Finland through internet based questionnaires (WWF Finland, undated d). Moreover, environmental education materials have been produced and disseminated during campaigns. Interviews with beneficiaries revealed that all the outputs in Finland, Nepal and Tanzania were found useful.

Regarding Tanzania, the outputs reported by WWF Finland in the annual report 2014 to the MFA include land use planning and establishment of village land forest reserves in six communities in Tunduru district. According to the interviews and desk review of documents (WWF Tanzania 2014-2015 b-d, 2014 b; WWF Finland, 2015 a), there is, however, no evidence that WWF Finland has directly funded these activities - they are, however, outputs produced through basket funding and there is at least some contribution from MFA funds as well. This shows not only the advantage of basket funding but also the challenges of reporting. A number of south-south and south-north exchanges were planned and budgeted under the programme but only a few have been reported although many have taken place (WWF Finland, 2015 a; interviews with WWF Tanzania staff and stakeholders).

In Bhutan, practically no outputs were produced before the end of 2015. Similarly, the LHI had a very slow start between 2014 and 2015 because of delays in procurement of consultants/experts (interviews with WWF Finland staff). However, the programme in Indonesia is similar to the Nepalese and Tanzanian programmes - the activities were already ongoing when the Finnish programme funding started, and according to the reports. many of the planned outputs were achieved (WWF Indonesia, 2015. WWF Bhutan 2015 a).

The three output level assumptions were also revisited:

- Conservation and management of key species and habitats lead to more resilient ecosystems
  - the evaluation could not verify changes in the ecosystem although the logic between habitat management and resilience of ecosystem is valid.
- Programme staff is able to reach also the vulnerable segments of the society
  - the evaluation team has concluded that human rights based approach is not sufficiently included in the programme implementation. In Tanzania, the attention to inclusive policies is very recent and scarce training has been organised for WWF Tanzania or partner CSO staff (interviews with WWF Tanzania staff; WWF Tanzania, 2015). The staff skills and capacity are not always sufficient to reach the vulnerable segments, evidenced also by the lack of practical tools and monitoring. In Nepal, there are some guidelines and tools to support equal participation and benefit sharing in communities (WWF Nepal, undated b).

**Interviews with beneficiaries revealed that all the outputs in Finland, Nepal and Tanzania were found useful.**

**The financial reports include a mix of both project and programme data as requested by the MFA.**

- Responsible management practices and certification schemes lead to sustainable lifestyles. WWF Finland is a credible partner in accessing private sector.
  - This assumption cannot be supported by substantial information. In Tanzania, small private sector timber traders and the private forest industries' association SHIVIMITA have participated in the platforms (interviews with different stakeholders in Tanzania). In Finland, a large number of executives in private companies and public sector participated in the "Green economy - now or never" seminar (WWF Finland, undated b). It is, however, too early to verify any actual behaviour or attitude changes.

### **Costs and utilisation of financial and human resources**

Extracting exact financial data from WWF Finland for evaluation purposes has been challenging. The financial reports include a mix of both project and programme data as requested by the MFA. This does not, however, enable easy monitoring of the use of funds for the programme. Of the five partner programmes, the ones in Indonesia, Nepal and Tanzania have started to utilise most of the planned budget in 2015, but in 2014, the actual expenditure was still considerably lower than budgeted in all partner programmes (WWF Finland undated b, c, f-h, k; WWF Bhutan 2015 b, WWF Nepal undated c; WWF Tanzania 2014-2015 b; WWF Indonesia 2010-2014). The Bhutan and Living Himalayas programmes are late and the activities are picking up only in 2016. The expenditure against the budgeted funds in 2014 and 2015 is shown in Table 7. The 2015 expenditure is a rough estimate as the funds had not been audited by the time of the evaluation.

**Table 7: WWF Finland programme expenditure against budgeted funds in partner programmes in 2014 and 2015 (non-audited funds) and the share of total funding by component.**

in €					
Initiative / component	Budget 2014	Expenditure 2014	Budget 2015	Expenditure 2015	Percentage of total funding
Coastal East Africa Initiative	250 000	187 826	250 000	222 421	13 %
Living Himalayas (Nepal, Bhutan, India)	140 000	27 817	100 000	107 884	4 %
Borneo (Indonesia)	300 000	261 757	300 000	333 622	19 %
Bhutan	0	0	225 000	45 179	1 %
Nepal	285 000	214 230	608 000	555 535	24 %
<b>Subtotal partner programmes</b>	<b>975 000</b>	<b>691 630</b>	<b>1 483 000</b>	<b>1 264 641</b>	<b>62 %</b>
<b>WWF Finland</b>					
Personnel	165 000	157 660	370 577	399 246	18 %
Communications	35 000	32 008	85 946	64 122	3 %
Ecological footprint and environmental education	44 700	42 698	76 500	67 268	3 %
Planning, monitoring and evaluation	45 000	30 732	91 562	67 884	3 %
<b>Subtotal Finland</b>	<b>289 700</b>	<b>263 097</b>	<b>624 585</b>	<b>598 520</b>	<b>27 %</b>
Administration (10%)	264 000	115 395	241 278	219 724	11 %
<b>Total MFA funding</b>	<b>1 299 395</b>	<b>909 604</b>	<b>1 996 534</b>	<b>1 770 452</b>	<b>85 %</b>
Co-financing (15%)	229 305	160 518	352 329	312 433	15 %
<b>Total Programme funding</b>	<b>1 528 700</b>	<b>1 070 122</b>	<b>2 348 863</b>	<b>2 082 885</b>	<b>100 %</b>
<i>Note: As reported by the MFA, the payments to WWF Finland for 2014 and 2015 were € 1 155 587 and € 2 199 040 respectively</i>					

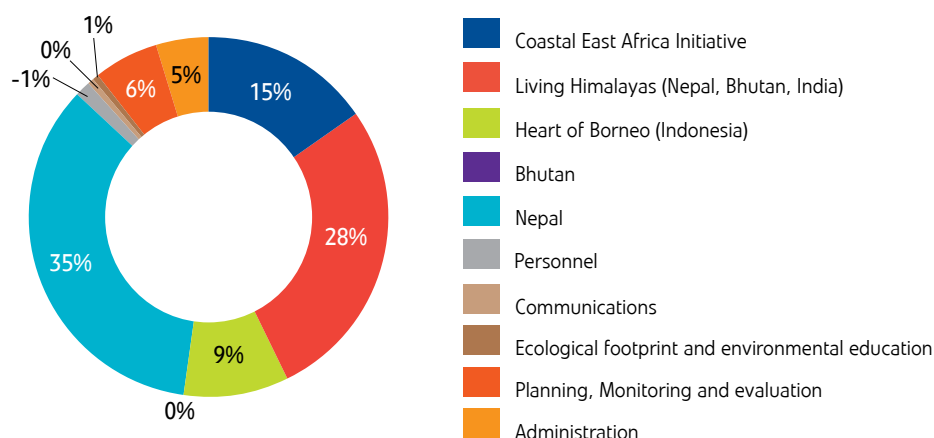
Source: WWF Finland, CSO unit MFA.

As shown in Table 7, 38 percent of funds were used in Finland, including personnel costs, M&E (monitoring trips etc.), administration and the three components of ecological footprint, environmental education and communication. According to the guidelines, the programme administration costs can constitute a maximum of 10% of total funding but the 2014 audited expenditure reported by WWF Finland shows that the costs for programme administration were 11 percent. However, according to the financial report, the administration costs from the total support received from the MFA for projects and programme funding was 9.69 percent in 2014. This is due to the agreement with the MFA to present the expenditure for projects and programme administration as one. Therefore, the total administration costs calculated from the total expenditure comply with the set 10% ceiling. The partner programme initiatives have received 62 percent of the total funding, with expenditure being especially low in Bhutan and the LHI programme.

The programme implementation had a slow start and agreements with partner country offices were signed late, resulting in delayed implementation and lower than budgeted expenditure rates in 2014. The main reason for the late signing was the lack of staff in Finland and in some partner countries, but also the revision of budgets and work plans as the received funding was considerably less than what was applied for (interviews with WWF staff in Finland and Tanzania). In the LHI, the spending in 2014 was reported slow because of “restructuring of the programme and changes in the programme staff” (LHI

annual financial report 2014). The late start caused a € 394 399 carry forward in the programme from 2014 to 2015. The biggest carry forwards were in Nepal and the LHI programmes (Figure 5).

**Figure 5:** Percentage of different carry forwards from the total by component in 2014.

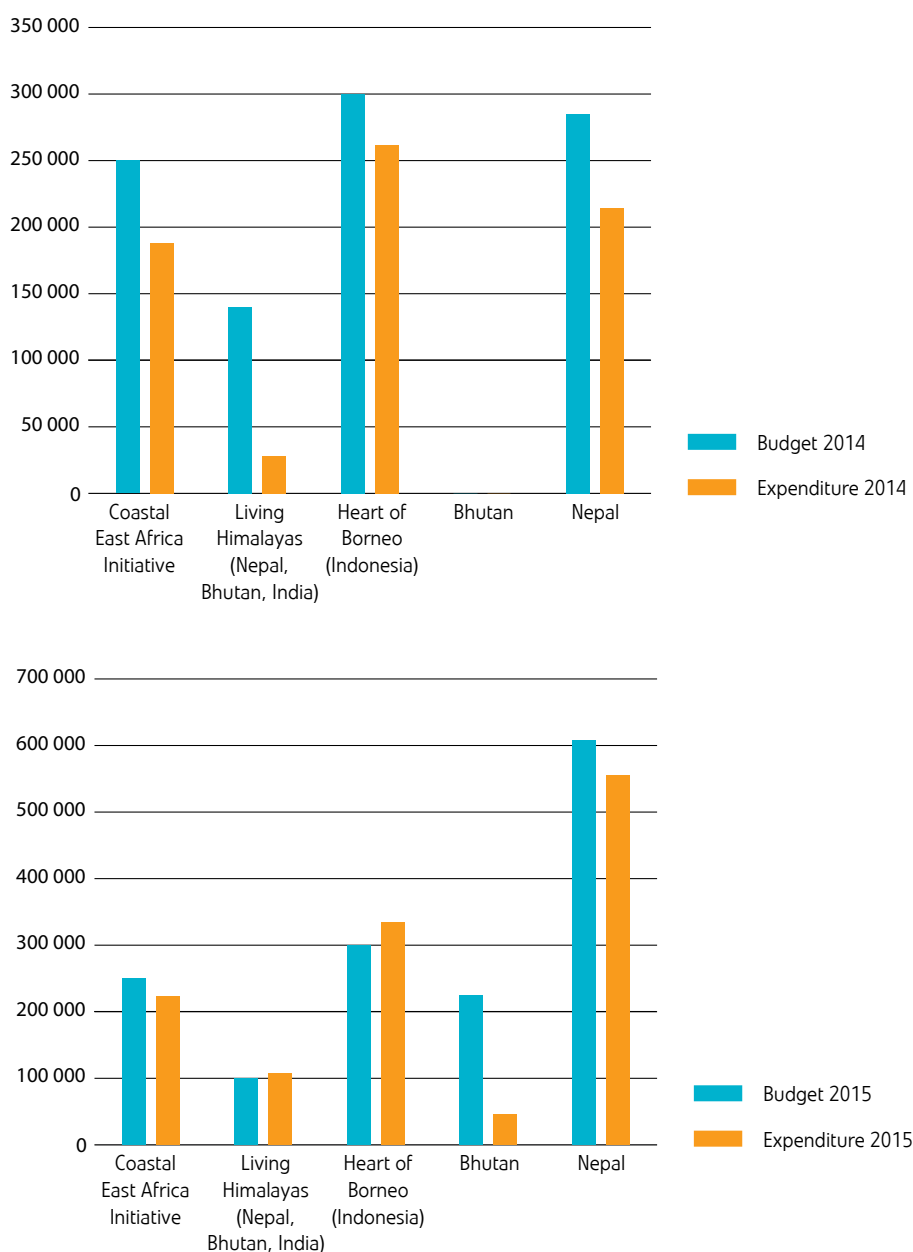


Source: Financial reports of WWF Finland.

In Tanzania, € 57 488 (25 percent of total budgeted) were carried forward to 2015, mostly from unspent funds in monitoring and evaluation, operation and maintenance, as well as the activity of “verification of information/investigation on resource conflicts”. The main partner of WWF Tanzania, Tanzania Natural Resource Forum was able to use 77 percent of budgeted funds but almost 50 million TSh (€ 60 000) were not used between July 2014 and June 2015 (WWF Tanzania, 2014-2015 c). The financial year of all WWF offices as well as partners goes from July to June and this is challenging for annual reporting to the MFA which follows the calendar year (interview with WWF Finland staff).

In 2015, little over 70 percent of funds budgeted for the Coastal East Africa Initiative were used (Figures 6 and 7, 2015 funds not audited by the time of the evaluation). In Nepal, the amount remaining from 2014 was € 70 800 (33 percent of total). Expenditure was especially weak for climate change adaptation, outreach through media and for some salaries. In 2015, the expenditure rate improved and 82 percent of the budgeted amount (€ 578 800) was spent. Carry forward from 2014 to 2015 in the whole programme was € 406 000 (26 percent of budgeted) and from the 2015 to 2016 (non-audited expenditure) it was € 459 134 (19 percent of budgeted).

**Figures 6 and 7: Budget vs expenditure in 2014 and 2015 in partner programmes, in €.**



Source: WWF Finland.

The data on the efficiency of human resources and staff salary levels is inconclusive. In basket funding, different donors contribute to the salaries and therefore the allocation of Finnish funds to human resources is relatively low. Moreover, as mentioned previously, the arrangement allows the services of various specialists in the partner programmes (interviews with WWF Finland, WWF Tanzania). Considering the capacity and skills of staff in Tanzania and in Nepal and the general salary level in the countries, the salaries can be considered acceptable, although on the high side (interviews with stakeholders in Nepal and Tanzania).

**A large part of the WWF Finland staff is gradually becoming engaged in the international development programme implementation.**

**Basket funding affects efficiency in a positive way.**

The environmental education component in schools had identified a very economical way to deliver the communication material: the lectures were held mostly by teacher students who were compensated € 20 per 45-minute lesson or € 30 for 75 minutes, including their time of contacting the schools, arranging the lessons and holding them (WWF Finland, 2015 d; interviews with environmental education staff and school ambassadors). The expenditure does, however, include also lesson planning, producing of educational materials, training of school ambassadors and the administration of school tour which were all managed by WWF Finland staff – as well as travel costs of school ambassadors.

A large part of the WWF Finland staff is gradually becoming engaged in the international development programme implementation, and the international work can no longer be considered as a separate project-based activity (interviews with WWF staff). Total personnel costs of the WWF Finland office funded by the MFA were € 335 700 in 2014, and the total salary costs increased by € 63 500 from 2014 to 2015 (non-audited funds). The salaries of the following staff are covered by the programme funding according to their working time (Table 8).

**Table 8:** Plan for funding WWF Finland personnel under the programme in 2014.

<b>Personnel costs (100% working time)</b>
Head of programme (international development) (100%)
Programme officer (100%)
Forest expert (80%)
Programme officer (temporary position) (50%)
Senior administrator (100%)
Communications officer (100%)
Head of programme (ecological footprint, 30%)
Sustainable consumption and production expert (10%)
Climate expert (10 %)
CEO (20%)
Conservation director (25%)
Learning for change officer (60%)
Interns (50%)

Source: WWF Finland, undated i.

### **Management of the programme based support**

All the WWF Finland partner programmes are implemented by the WWF country office in partnership with local CSOs and also with government actors at least at local level. In Nepal and Tanzania the partner programmes are supported by WWF Finland through a basket funding mechanism with contributions from other WWF national offices. In most cases, the other funders are Nordic+ (Sweden, Norway, Denmark, the Netherlands, United Kingdom) WWF offices and/or WWF United States. This means that Finnish funds are also used to support core functions of WWF country offices. This type of basket funding affects efficiency in a positive way:

- Even if only 10 to 20 percent of Finnish funding in partner programmes goes to staff, the initiatives have at their disposal a high number of specialised staff for financial management, monitoring and evaluation (M&E), training etc. This was evidenced through interviews both in Tanzania and Nepal;
- It allows WWF Finland to leverage its funds;
- It provides WWF Finland with the opportunity to influence the strategic direction of the partner programmes when and if WWF Finland is willing and capable of using that position among other donors. This is made possible in the CEAI through the Share-Holder Group (SHG) that is composed of representatives from the WWF national offices and which steers the programme; and,
- Basket funding improves mutual accountability and it dilutes the risks of individual donors.

The downside is the difficulty of tracing the use of particular funders' contribution - even when earmarked to certain budget lines. For example, WWF Finland reports the successful support to community based forest management in Tunduru district in Tanzania (WWF Annual Report 2014), but this cannot be traced in the financial reports of WWF Tanzania. In Nepal, some classification of different activity funding source has been made in the quarterly reports from the field office to country offices (WWF Nepal, Ministry of Forests and Soil Conservation 2016 a-b).

## Managing partnerships and partner programmes

WWF's partners are divided between strategic, implementation, collaborating and change inducing partners (CEAI, 2016). All of them are important and their careful identification is critical for both the success of advocacy and service delivery efforts. Figure 8 illustrates the strategy for partnerships in the Coastal East Africa Initiative.

Using other CSO, government or private sector partners is both a strategic and efficiency related tool for WWF. First, the country offices do not have human resources in all subject areas (e.g. land use and forest management planning in Tanzania; reproductive health in Nepal). Second, partnerships are an effective way to leverage funding from others to complement the programme design. This is evidenced, e.g., by the Trade Union Solidarity Centre of Finland and Family Federation of Finland contribution to the Nepal partner programme for reproductive health and trade union work (Vormisto and Singh, 2015; interviews with stakeholders in Nepal).

Other partnerships are implemented in Tanzania, where a Finnish funded forest governance campaign (Mama Misisi) hosted by the Tanzania Natural Resource Forum, organises and finances timber meetings and platforms together with WWF Tanzania (interviews with TNRF staff; interview with Finnish Embassy in Tanzania). In 2015, WWF Finland entered into an agreement, in partnership with the Tanzanian NGO Mpingo Conservation and Development Initiative, with the Finnish development finance company Finnfund to co-fund a study on "Assessing options to improve the value chain for locally controlled forest

**Basket funding improves mutual accountability and it dilutes the risks of individual donors.**

**Using other CSO, government or private sector partners is both a strategic and efficiency related tool for WWF.**

**The management of the partner programmes is organised in a structured manner and it shows efficiency in all components.**

enterprises in Tanzania”. The study is first of its kind in Tanzania (interview with WWF Tanzania staff; interview with Finnish Embassy in Tanzania). Linking Finnfund to the exercise is expected to result in the identification of concrete business and investment opportunities in community forests in Southern Tanzania, especially in Tunduru and Kilwa districts where WWF is already supporting the establishment of community controlled village land forest reserves (interview with Finnfund staff; interview with stakeholders).

**Figure 8: CEAI partnership strategy.**



Source: CEAI Strategy 2016–2020.

The government as such is not involved in the programme planning in Tanzania, while in Nepal, representatives of the government are key stakeholders and are, therefore, closely involved in programme planning, implementation and monitoring. The role and space of civil society as well as the distance of WWF from the government vary between the countries (interviews with stakeholders; interviews with WWF Tanzania, Nepal and Finland staff).

The management of the partner programmes is organised in a structured manner and it shows efficiency in all components but less so in the LHI and Bhutan as they have not yet achieved outputs. In the Coastal East Africa Initiative, the programme is managed by the terrestrial programme coordinator and the WWF Tanzania forestry coordinator whose salaries are paid by the WWF Finland programme (WWF Tanzania 2014–2015 b). The former is the main person responsible for contacts with the Tanzanian and Zanzibar government as well as with other regional country offices and WWF Finland. The staff is committed and knowledgeable and stakeholders appreciate their approach. In the partnering Tanzania Natural Resource Forum, a fulltime community based natural resource management coordinator is hired to run the activities, while in 2014 some salaries were also paid to the communications officer, finance officer and learning and monitoring coordinator (TNRF, 2014–2015). The level of seniority in advocacy work in the Coastal East Africa Initiative may not be optimal.

## Result-based management

The logframes for programme components were revised in 2015 (WWF, 2015 a), and they have been formulated to accommodate the donor policies (inclusion of cross-cutting objectives, especially related to gender equality). The logframes are not always effectively reflected in the actual implementation. For instance, in Tanzania the evaluation team found little evidence of approaches and tools used to analyse and engage marginalised groups in the practical work conducted under the programme (WWF Tanzania staff interviews; WWF Tanzania, 2015). The 2014 LGHR review (WWF Tanzania, 2014 c) recommended that focus should be on empowerment of communities and improvement of economic and social rights to enable a wider cross-section of the community to benefit from sustainable management of natural resources. This has become increasingly important as WWF Finland's support is now moving to promote investment in value chains. An early identification of who may and who may not benefit from the support and an early mitigation of increasing inequality are a way to avoid possible elite capture in the development intervention.

The outcome indicators of the WWF Finland programme logframe (WWF Finland, 2013) have some critical issues:

- *The decrease of the terrestrial LPI (Living Planet Index) has halted:* The support may have some effect on the LPI but it will not be possible to attribute the change in LPI to the partner programmes.
- *Number of beneficiaries in target areas. Data disaggregated by gender, ethnic, youth and vulnerable groups:* this is an output indicator and does not describe a change in the engagement and benefits among the intended beneficiaries.
- *Cases of sustainable and participatory decision-making processes concerning Natural Resource Management in target areas (inclusion of CSOs, NGOs in government decisions/plans):* cases may indicate improved practices but if there is no indication of the kind of processes targeted, it is difficult to assess the level of achievement.
- *Number of people reached with WWF campaigns, school tours and various events (Living Planet Report release, Earth Hour, Generation Green, Green Economy seminars, etc.):* also this indicator is an output indicator and does not indicate the change in behaviour or practices.
- *Cases of responsible management practices and sustainable investments in selected target areas and Finland:* this indicator is valid.

The CSO guidelines stipulate that outputs, outcomes and impact should be systematically monitored (Ministry for Foreign Affairs of Finland, 2013). On the other hand, the MFA allows a free choice of reporting format (interview with the MFA; interview with the WWF Finland staff).

In different partner programme reports or in the WWF Finland 2014 programme report, the outcome indicators were not reported. In Nepal, the monitoring is detailed and organised in a database all the way from communities to field/project offices up to the Kathmandu office, although reporting to WWF Finland is output based. The data collected by the programme's M&E system

**In different partner programme reports or in the WWF Finland 2014 programme report, the outcome indicators were not reported.**

would allow for a certain level of analysis towards outcomes, but the analysis undertaken by the programme has not yet been done.

Country offices monitor and report on the programmes and projects quarterly and annually:

- Bi-annual reports to WWF network
- Semi-annual and annual reports to WWF Finland (reporting templates based on WWF network templates)
- Quarterly financial reports to WWF Finland

Each partner programme has its specific logframe, and WWF Finland reviews the progress based on the logframe. Monitoring involves quarterly calls to partners, structured as discussions around the logframe objectives, indicators, activities, risks and other observations from the previous quarter (interview with WWF Finland, WWF Tanzania staff).

WWF Finland also follows implementation by monitoring visits; field trip reports with findings and recommendations/actions are prepared after each monitoring visit (WWF Finland, undated a; 2015 e). In WWF Finland, every team reports quarterly the progress against work plans to the Chief Executive Officer (CEO). Based on this information, the CEO prepares reports to the Board.

The financial management systems are not the same in different partner programmes but the reports are similar and include the same information. The reporting format as such provides for the analysis of outcomes, impact, sustainability, CCOs, capacity building, M&E, self-financing and communication/advocacy. Based on the observation of 2014 reports, the analysis remains superficial and is mainly based on achieved activities and outputs. The updating of the risk analysis matrix has not been required by the MFA, and, consequently, it has not been part of the reports (WWF Finland, 2015 a; interview with WWF Finland staff).

Impact was monitored only descriptively in the WWF Finland 2014 report although according to the CSO guidelines impact assessment should be included in all reporting.

The WWF Finland 2014 report is well designed and attractive, but challenging for monitoring and evaluation purposes. WWF Finland is an expert communicator and the reports mostly present the positive achievements and cases in different programme components. Much of the basic information (achievement of outputs and outcomes) is not displayed in a concise way and against the logframe indicators. Normally the reports are read and commented by the desk officer and the financial officer working in the CSO unit (interview with the MFA).

Annual consultations led by the MFA's CSO unit take place six months after the submission of the annual reports of the year before the last (Anon. 2014-2015). The Director of the unit, the desk officer and the financial officer meet with the WWF Finland staff; review the report and work plans; and give general comments on the performance. Monitoring by the MFA is also conducted at the field level, but the desk officer can only undertake one or two trips annually among all the CSOs she/he is responsible for. According to the minutes of the annual consultations in 2014 and 2015, the CSO unit did not comment on the work plans but a few issues with financial reporting and risk management

were raised and noted. The inclusion of human rights issues is not monitored by the MFA in any particular way, and there are no specific tools to screen the CSO reports or to suggest changes.

There are good experiences of audits and evaluations as WWF's financial management practices and the consideration of social issues have improved based on the recommendations, e.g., after the KPMG audits in Nepal (KPMG, 2014) and the evaluations in the Coastal East Africa Initiative (Swennenhuis, J., van der Linde, H., 2013; van der Linde, 2016). In basket funded programmes, evaluations have been financed by other donors while they benefit the whole programme and also the achievement of particular Finnish objectives. As a result of two different reviews, funded by other donors in 2013 a study on Livelihood, Gender and Human Rights (LGHR) aspects was conducted in 2014 in each of the CEAI countries (WWF Tanzania, 2014 c).

### Utilisation of funds across various parts of the programme

The allocation of funds among human resources, activities and administrative costs in the studied projects is balanced: in Nepal, 74 to 81 percent of finances are allocated to activities, while the personnel costs varied between 10 and 12 percent in 2014-2015 (Table 9). In Tanzania, salaries constitute a larger part of funding - in particular in relation to the main local partner CSO, TNRF. WWF Tanzania's salary budget is on average 17 percent, but for the TNRF it is 41 percent (TNRF, 2014-2015). The reason for this is that the main TNRF activities in Tanzania (meetings with stakeholders, lobbying the government and the private sector, studies and research) are very labour intensive (interview with TNRF). In Nepal, the programme funding has contributed to salaries of approximately 20 people (WWF Nepal, undated b), while in Tanzania, only the salaries of the terrestrial work coordinator, forest coordinator and the TNRF community based natural resource management (CBNRM) coordinator come from the programme (WWF Tanzania, 2014-2015 b). The average management fee for both the CEAI and the LHI is 12.5 percent.

**Table 9:** Allocation of funds in the programmes in Nepal and Tanzania, in percent.

% of total expenditure				
	Nepal 2014	Nepal 2015	Tanzania 2014	Tanzania 2015
<b>Personnel Costs (salaries)</b>	12	10	27	30
<b>General Costs (office running, M&amp;E etc.)</b>	8	16	27	14
<b>Activity Costs (direct expenses)</b>	81	74	46	56

Source: Financial reports of WWF Tanzania and Nepal. Note: 2015 expenses not audited.

At the WWF Finland programme level, the salaries for the Finnish office constituted a relatively high 18 percent of funds in 2014-2015 (Table 10). On the other hand, as shown in Table 7, the activity costs for the three programme components implemented in Finland (environmental education, ecological footprint and communication) are low at six percent and a total of 69 percent of funds go to the partner programmes in other countries.

**There are good experiences of audits and evaluations as WWF's financial management practices and the consideration of social issues have improved based on the recommendations.**

**WWF staff is of the opinion that the administration of basket funding and programme funding is more efficient than funding for separate projects.**

**Human rights aspects are integrated at best in an ad hoc manner in programme planning, implementation and monitoring.**

**Table 10:** Allocation of funds in the programme, in percent.

in €	2014		2015		Total Programme 2014–2015	
<b>Personnel costs (salaries)</b>	157 660	15%	399 246	19%	556 906	18%
<b>Activity costs</b>	766 335	72%	1 396 031	67%	2 162 367	69%
<b>General costs (Admin, M&amp;E)</b>	146 127	14%	287 608	14%	433 735	14%
<b>Total</b>	<b>1 070 122</b>		<b>2 082 885</b>		<b>3 153 007</b>	

Source: WWF Finland. Note: activity costs include all partner programme salaries and general costs. 2015 expenses not audited.

In the sampled countries, the WWF staff is of the opinion that the administration of basket funding and programme funding is more efficient than funding for separate projects which requires separate work plans and financial management (interview with staff in WWF Tanzania and Nepal). In programmes, funds are received in the common USD accounts wherefrom they are used according to the annual budget. Inefficiency is, however, detected in the multiple conversion of currencies from € to USD and then from USD to local currencies. This was raised also by the KPMG in 2014 when auditing two WWF projects in Nepal (KPMG, 2014). Reports on earmarked activities are drawn up on request. In Finland, one financial report is prepared, showing the allocation of funds to different projects and partner programmes (WWF Finland 2015 a).

### **Integrating human rights aspects into the implementation of the programme**

Although WWF has developed - both at international and partner programme levels - several guidelines and tools to ensure the application of a human rights based approach (WWF 2011, 12, undated), human rights aspects are integrated at best in an *ad hoc* manner in programme planning, implementation and monitoring, depending on the country context. In Nepal, the government has introduced the public hearing, public auditing (PHPA) process through which the governance of the programme's forest user groups can be improved. The intervention approach is furthermore aligned with the mandatory government gender equality, social inclusion policy (GESI). The Terai Arc Landscape offices follow the Community Forest Guidelines (WWF Nepal, Ministry of Forests and Soil Conservation) for implementation, which also define the well-being ranking to be undertaken before investing at the household level. The proportion of women in the decision-making bodies (50 percent) as stipulated in the Community Forest Guidelines was not strictly followed by the CFCCs and CFUGs visited by the evaluation, but the programme is conscious of this and moving towards greater gender parity (interviews with beneficiaries in Nepal; WWF Nepal 2015 d; WWF Nepal, Ministry of Forest and Soil Conservation, 2016 a, b).

Furthermore, the programme in Nepal addresses human rights aspects and beneficiaries' participation in multiple ways, i.e., participatory planning, defining beneficiaries' needs and cooperative management training.

In Tanzania, the study on livelihoods, gender and human rights (LGHR) aspects was conducted late in 2014, and the content of the subsequent training (WWF

Tanzania, 2015) were more geared to awareness raising rather than providing practical tools for implementation regarding gender and human rights.

## Risk analysis

The programme plan has defined the political, environmental, social, technological, economic and strategy risks, albeit at very general level and without defining the monitoring and mitigation (early identification) measures. Additional partner programme risk matrixes were developed in 2015 (WWF, 2015 b), and they are updated in connection with WWF Finland's monitoring visits, or more often if necessary. There are some risks with regard to financial management which was evidenced in WWF Tanzania (WWF, 2012). After financial mismanagement, strict measures and controls have been put in place in the WWF Tanzania office which shows that risk mitigation is taken seriously. An action plan was subsequently drawn up that included strengthening of leadership, performance and accountability as well as staff training and introduction of more detailed controls. Furthermore, the CEAI has a separate financial management structure. Also in Nepal, the KPMG audit of *Koshi River Basin Management and Decent work: Healthy environment* projects in 2014 (KPMG 2014) recognised weaknesses in financial administration – especially at the field office and CBO levels. Action was taken by WWF to improve the practices (interviews with WWF Nepal; Ulkoasiainministeriö, 2015).

Due to the well-established role of WWF in Tanzania, no alternative or more cost-efficient CSO for conducting advocacy activities could be identified by the evaluation team – there are very few NGOs in the natural resources sector, in particular as credible interlocutors to influence the government. It is confirmed by the partner CSOs and government representatives that the role of WWF as an intermediate organization is important.

In relation to sustainable natural resources utilisation and technical forestry work, the technical capacity of WWF at field level both in Tanzania and Nepal to understand and monitor the technical solutions is still relatively weak (interviews with WWF Tanzania staff, interviews with stakeholders). This is shown by the examples of biofencing and tree plantation in Nepal and natural miombo forest management and timber value chains in Tanzania where WWF is now building its capacity in these issues. In Nepal, cut bamboo was used in fencing riparian areas instead of using live bamboo (i.e. biofencing) intended to act as a biological measure to adapt to the impacts of climate change and reclaiming the degraded pasture land (field observation). The missing expertise is, however, usually overcome by working with partners with the necessary capacity.

The communication from the WWF programme and partner programmes is well designed and reaches vast audience particularly in Finland. For example, WWF Finland reports that two TV campaigns reached 900 000 people and print ads in snow-leopard were seen by approximately 1.3 million people in 2014 (WWF Finland, 2015 d). WWF uses the media widely, including TV, radio, social media, exhibitions, etc.

**Conclusion:** Basket funding and funding of country strategies have more advantages than disadvantages both for the funding and implementing partners.

**No alternative or more cost-efficient CSO for conducting advocacy activities could be identified by the evaluation team.**

**Recommendation 2:** WWF Finland should continue funding programmes and strategies jointly with other WWF national offices and think strategically how to best use its position among other WWF partners.

### 4.3 Effectiveness

#### Value and merit of outcomes in the WWF Finland programme

As already mentioned, many of the programme interventions are based on the long-term involvement, experience and successes of previous Finnish or other WWF national office projects or programmes in the respective programme country. It is recognised by stakeholders that biodiversity conservation and natural resources management requires long-term commitment and they may not be considered as a priority by the national government and local populations.

The basket funding mechanism allows the Finnish funding to leverage other funds to achieve greater effects on the ground and there is clearly evidence of important outcomes in the WWF Finland programme. Sometimes direct attribution to Finnish funds is, however, difficult to verify.

The outcome statement for the Tanzania partner programme is “to establish inclusive platforms for multi-stakeholder dialogue on forests and investments to encourage inclusive and sustainable land based investment in the forest sector both in Tanzania and in Mozambique”. The platforms have started working but they are not yet inclusive, as the representation of communities is very weak – the community representatives do not yet have the necessary weight and capacity to be one of the parties sitting at the same table with the government and the private sector (interviews with stakeholders in Tanzania). The development of their capacity and the recognition of their importance for the development of sustainable resource management and economic growth by other parties is a long process which fundamentally has to do with the recognition of their rights to land and forest in Tanzania. There are many other stakeholders, the most important being the government of Tanzania and the private sector including timber buyers inside and outside the country. The development of locally controlled forests is a long process and the sustainable management is not yet a prevailing system in Tanzania albeit a very progressive policy and legal environment.

The LHI and Bhutan programmes have not yet achieved any outcomes as even outputs are delayed (interview with WWF Finland staff; WWF Bhutan, 2015 b).

A discussion on the quality of outcome indicators is presented in the chapter on efficiency (4.2.)

Table 11 shows the assessment of achievements against the outcome statement set in the programme plan as detected during the fieldwork and desk review.

**Table 11:** Outcome assessment by the evaluation team.

WWF Finland Programme		
Outcome statement	Indicators	Outcome assessment by the team, in Nepal and Coastal East Africa Initiative.
By 2017, critical habitats and species in selected target countries are effectively conserved and sustainably managed.	<ul style="list-style-type: none"> <li>The decrease of the terrestrial LPI (Living Planet Index) has halted.</li> </ul>	<ul style="list-style-type: none"> <li>Awareness to protect and engagement in the sustainable forests management and wildlife protection shows indication of increase within target groups (communities including youth, women, wood workers). <i>E.g. Community based anti-poaching units working together with the Nepalese law enforcement to monitor poaching and illegal wildlife trade and trade union members engaged actively in reforestation activities.</i></li> <li>Forest managed more sustainably, e.g., through improved grazing management, reforestation (159 ha) and forest benefits shared among beneficiaries monitored through PHPA.</li> <li>Contribution to increased income individual/household level, e.g., women in trade unions by leaf plate making. Increased income through improved livelihoods and access to small loans from endowment and revolving funds combined with basic skills training has led to investments made to improved housing, investments in agricultural inputs (seeds, livestock) and, e.g., an instance buying sewing equipment to start tailoring business.</li> </ul>
By 2017, Local people and communities are engaged in and benefitting from sustainable natural resources management and conservation in an inclusive manner.	<ul style="list-style-type: none"> <li>Number of beneficiaries in target areas. Data disaggregated by gender, ethnic, youth and vulnerable groups</li> </ul>	<ul style="list-style-type: none"> <li>Use of biogas as alternative resource energy instead of fuel wood, saving of carbon worth 4.0 tons CO2 eq. per plant per year. Potential carbon saving annually thus being 1292 tons. <i>(Calculation based on 323 biogas plants installed by June 2015 under the programme).</i></li> <li>Communities (<i>incl. women and youth, ethnic minorities-Tharu people</i>) are aware of their rights in terms of using and managing forest resources and are engaged in activities, e.g., to curb illegal wildlife trade, to conserve forest resources and adapt to climate change impacts through improved grazing practice (<i>fencing grazing free areas, construction of improved livestock sheds</i>) and forest fire management (<i>fire control training conducted and line constructed and form forest fire squads</i>).</li> </ul>

WWF Finland Programme		
Outcome statement	Indicators	Outcome assessment by the team, in Nepal and Coastal East Africa Initiative.
By 2017, Governments (district, national, regional) implement sustainable natural resources management practices and enable civil society and local communities to be included and actively influence on decision making process concerning natural resources management	<ul style="list-style-type: none"> <li>Cases of sustainable and participatory decision-making processes concerning NRM in target areas (inclusion of CSOs, NGOs in government decisions/ plans)</li> </ul>	<ul style="list-style-type: none"> <li>Public Hearing, Public Auditing practiced in community forest coordination committees (CFCC), trade union workers managed co-operatives and community forest user groups (CFUGs), BZUCs to enhance transparency and accountability in Nepal.</li> <li>National timber trade platforms (government, civil society, communities and private traders) show indications of a private sector and community demand to lobby government to be able to participate in policy dialogue in Tanzania</li> <li>The new land/natural resources CSO coalition in Mozambique established and advocating the government through an MoU</li> <li>Strong collaboration has started between the governments in regional timber trade: MoU and action plan between Tanzania and Kenya signed in March 2015 and Zanzibar declaration signed by five countries (Tanzania, Zanzibar, Madagascar, Kenya, Uganda) in 2015 for curbing the illegal timber trade; task forces between Tanzania mainland and Zanzibar and between Tanzania and Kenya established under the CEAI. Support in the preparation of new forest policy and law in Zanzibar</li> <li>Trade Unions (wood workers) recognised as stakeholders in issues related to conservation and gained access to advocate towards policies (<i>asked to participate in meetings related to NRM, advocated wood workers' rights like occupation health and safety to forest policies and regulations</i>) in Nepal</li> <li>Benefit sharing practised through participator well-being ranking and PHPA, CFCCs, BZUCs and CFUGs. Community members are able to use funds (loan or resulting revenue from co-op work) for productive endeavours in Nepal.</li> </ul>

WWF Finland Programme		
Outcome statement	Indicators	Outcome assessment by the team, in Nepal and Coastal East Africa Initiative.
By 2017, Sustainable lifestyle and green economy is promoted in Finland and selected partner countries by making planetary boundaries and one planet model more recognised.	<ul style="list-style-type: none"> <li>Number of people reached with WWF campaigns, school tours and various events (Living Planet Report release, Earth Hour, Generation Green, Green Economy seminars etc.)</li> <li>Cases of responsible management practices and sustainable investments in selected target areas and Finland</li> </ul>	<ul style="list-style-type: none"> <li>Among other stakeholders, WWF has contributed to and advocated the development of Emission Reduction Project Idea Note (ERPIN) and Emission Reduction Programme Document (ERDP) for Terai Arc Landscape area. The documents have resulted to a pledge, in form of a letter of intent from the World Bank to purchase up to 14 million greenhouse gas (carbon) emission reductions from TAL programme area in Nepal (The World Bank, 2015)</li> <li>Youth are actively involved in awareness raising campaigns in Nepal. Altogether 56 000 youth (<i>35 000 reported in 2014 and additional 21 000 by June 2015</i>) engaged as the Generation Green members by the end of June 2015. Indications of youth empowerment and built confidence, gained cohesiveness, networks created within Nepal and internationally.</li> <li>Indications of youth empowerment, changing of lifestyles, gaining experience from environmental education in Finland (<i>Total 1243 lectures held, 61 ambassadors trained and 27 313 pupils, 57 high school students, 223 university students and staff and approximately 1200 teachers reached through the "World on your plate" campaign 2014–2015.</i>)</li> <li>Indication of empowerment and competence improvement in youth team members in Finland detected regarding, e.g., energy and climate change as well as soft skills needed in working life, such as coordination, advocacy.</li> <li>Training and work opportunities gained by the youth due to the networks, own elevated interest, knowledge and motivation to act as environmental citizens through the youth team work.</li> </ul>

Source of information: Interviews, evaluation team observations, reference documents, consulted documents.

Based on the field level analysis, the evaluation team revisited the three outcome level assumptions:

- Conservation of critical habitats and key species will respect the rights of the present generation
  - The logic between the conservation of critical habitats and key species on one hand and the respect of present generation's rights are valid: it is possible to conserve areas and species without denying people their basic rights. For example in Nepal, the programme works in the buffer-zone in Terai Arc Landscape, where the ethnic Tharu community lives (WWF Nepal, Ministry of Forests and Soil Conservation, 2016 a, 2016 b). The community is supported to develop eco- and cultural tourism for their livelihoods leading to the revival of Tharu culture. The programme is basket funded, and Finnish funding has been used in particular to the establishment and operationalising of a multipurpose centre.
- Collaboration between government, civil society and local communities is long-term.
  - Also here the logic is valid, long-term support is needed to improve the collaboration in countries where governments have not been used to collaborate with CS and local communities. In Tanzania, the collaboration is still young but the government has accepted the intermedi-

**The assessment shows that the intervention logic is valid although there are factors that undermine the achievement of outcomes.**

ary and advocacy role of WWF Tanzania and other CSOs, evidenced by their participation in joint platforms and processing of Memoranda of Understanding and Zanzibar declaration (interviews with different stakeholders; Swennenhuis, J., van der Linde, H., 2013; van der Linde, H., 2016). They see that WWF has an important role in insisting on the collaboration between the East African national forestry agencies and departments. Communities are allowed to participate but it is a novel idea to the government to be influenced by communities, and long-term collaboration is needed. In Nepal the collaboration in TAL area has lasted for 13 years which indicates willingness and commitment to work together (WWF Finland, Project information table). Community participates in the anti-poaching activities with government officers, including legal authorities (army and police).

- The green economy model can create long-term social, economic and environmental benefits.
  - The concept of green economy is wide but the logic of green or natural resource based economy creating long-term benefits is valid. In Nepal at local level, the cooperatives have adopted sustainable, natural resource based livelihoods which support their income. In Tanzania, although funded only for minor part by Finnish funds, community based forest management earns income to communities through harvesting of Forest Stewardship Council (FSC) certified timber (WWF Finland, 2015 a; interviews with WWF Tanzania staff). Harvesting started, however, only last year and there is not much evidence of sustainability yet. In Indonesia (although not visited by the evaluation team), there have been expectations to generate benefit streams from rubber trees but not successful because the global market price of rubber has dropped during past years (WWF Indonesia, 2015; interview with WWF Finland staff; interview with the MFA). The economic benefits and their sustainability are tied to global and national markets which cannot be influenced by WWF and this applies also to the timber originating from locally controlled forests. Therefore external factors can hamper the validity of the assumption.

The assessment shows that the intervention logic is valid although there are factors that undermine the achievement of outcomes. These include the staff capacity and the external factors such as world market for sustainably produced timber or other raw materials.

### **Factors that influenced the success and challenges of the programme**

The factors that have contributed to and enabled the achievement of programme outcomes are mostly the same as the comparative advantage of WWF in the partner programme countries: the achievements of previous projects which to build on, earlier close collaboration and gained trust from partner CSOs, access to the governments and a well-established international and regional network. For example, in TAL in Nepal, WWF is implementing government strategies hand-in-hand with the government (WWF Nepal, Ministry of

Forests and Soil conservation, 2016 a, b; interviews with WWF Nepal and stakeholders). Furthermore, long-term engagement, stable office and capable staff have further contributed to the successes gained in the country. The Living Himalayas Initiative works in three countries, and this is enabled by the presence of WWF staff on the ground in all of them.

Challenges in the programme implementation are related to the capacity and human resources of country offices. For example, effective advocacy and lobbying needs individuals, often senior staff, who not only know the issues but are also able to communicate the facts and issues in a credible and clear way. The WWF Tanzania has made a concerted effort to identify the strategically credible partners and individuals to engage the private sector timber traders and the communities but until now the solution has not been satisfactory (interviews with WWF Tanzania staff, TNRF, stakeholders). The WWF staff, the CBNRM coordinator of Tanzania Natural Resource Forum and the president of Tanzania forest industries federation SHIVIMITA have all been active in promoting the networking and timber platforms. Maybe a small step forward has been taken now as the small traders in Southern Tanzania are becoming interested in organising themselves to form an interlocutor to the government (interview with stakeholders).

Another capacity issue is related to the uneven quality and quantity of communication products. The communications component reported in 2014 that receiving good quality material for media outreach is difficult from some country offices, such as Tanzania, due to their uneven communication expertise and resources (interview with WWF Finland staff; WWF Finland 2015 d).

### **Capacity building of partner CSOs**

Direct capacity building support has been given relatively little weight in WWF Finland's support except in relation to the Truly Global funded in Nepal as part of the programme (WWF, 2014 b). WWF International has introduced the Truly Global capacity building programme, which aims to improve the capacity of the country offices including achievement of better internal communication and to find new ways to share knowledge and lessons learned. In Nepal, Truly Global builds capacity in service provision and in advocacy, accountability, and leadership in response to the recommendations of the afore-mentioned KPMG performance audit. The Tanzania office has also received Truly Global support but it is funded by WWF offices in the USA and UK as well as with the WWF Finland's own resources (Interview with WWF Finland staff).

Furthermore, WWF Finland contributes to capacity development by facilitating exchanges and lessons learned at different levels. For instance, the partnership meeting held in Finland in 2015 revised the programme logframes jointly with the partner CSOs. The meeting was perceived as very useful by country office staff in Tanzania and in Nepal, especially in terms of exchanging good practices and lessons learned - but also for establishing professional relations. In 2014, a North-South workshop was organised in Finland to discuss investments in locally controlled forests, resulting in an increased emphasis on value chain development and promotion of private investment (WWF Finland, 2014 a, d; interviews with WWF Finland and Tanzania staff; interviews with stakehold-

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ers). Later two South-South exchanges were organised in Tanzania between community forestry CBOs from Namibia and Tanzania as well as CBNRM CSOs in Zambia in 2015. The partner programme in Tanzania also contributes to capacity development by supporting learning by doing, such as the advocacy of a more transparent national and trans-boundary timber trade and supporting the forest policy and law process in Zanzibar.

Meanwhile, the 2015 earthquake in Nepal resulted in environmental education exchanges being removed from work plans, which would have enhanced the exchange of knowledge between Nepalese and Finnish youth groups and eco- and environmental clubs (interviews with WWF staff).

### **Contribution to the achievement of cross-cutting objectives**

Cross-cutting objectives of Finnish development are addressed to some extent in the partner programmes although the implementation and reporting could be improved (WWF Finland 2015 a; WWF Tanzania 2014 b; WWF Nepal 2015 a, b). The cross-cutting objectives of the Finnish Development Policy 2012 were the reduction of inequality, promotion of gender equality and climate sustainability. All components of the programme (LHI, Bhutan, Indonesia, Ecological footprint, Nepal) except the Coastal East Africa and environmental education components address climate sustainability at the outcome level in the log-frames. Nevertheless, all components have addressed climate sustainability through activities, such as working on the causes of deforestation and organising the Earth Hour Campaign (WWF Tanzania, 2014-2014, a; WWF Finland, 2015 d). In the youth teamwork effort in Finland, there are indications that the engaged young people are being empowered and capacitated (WWF Finland undated n; interviews with youth group members and ambassadors) to be advocates of sustainable development, climate change and energy issues. In addition, the youth teamwork has had some effect on the personal lives of some of the young people involved by providing better career opportunities (interviews with youth group members; WWF Finland, undated n). However, the evaluation found in interviews that the approach is not inclusive as most youth selected to participate come from better-off families.

Although the reduction of inequalities and gender equality are not addressed by outcome level monitoring and reporting, the field evaluation showed that to some extent programme interventions generate indirect or direct benefits to women and marginalised at the local level. In Nepal, this takes place through income generation, basic skills development, training and awareness raising efforts provided in multi-purpose resource centres to community forest coordination committees, community forest users and women visiting the centres for reproductive health support (interviews with beneficiaries; WWF Nepal, 2015 a, b; WWF Nepal undated d). The Terai Arc Landscape programme is government led and thus WWF Nepal applies the public hearing, public auditing (PHPA) and gender equality, social inclusion (GESI) guidelines. The gender quotas are generally implemented in the interventions, and the collected data is disaggregated by sex, wealth and ethnicity (WWF Nepal, undated a; WWF Nepal, Ministry of Forests and Soil Conservation, 2016 a, b, interviews with WWF Nepal staff and stakeholders; field observation). However, evidence of actual outcomes related to the reduction of inequalities cannot be identified due to the

programme's lack of data and analysis at the outcome level in the 2014 annual report (WWF Finland, 2015 a).

In the Coastal East Africa Initiative, the livelihoods, gender and human rights (LGHR) study, action plan and training were undertaken in 2014–2015 with funds from WWF Denmark, but practical tools are still missing (interviews with WWF Tanzania staff; WWF Tanzania, 2015).

### **Value added by working with WWF Finland**

Collaboration with WWF Finland provides the country offices with some added value, especially in terms of the introduction of new themes and partnerships. For instance, the WWF country office in Nepal has benefitted from innovative approaches introduced by WWF Finland in projects and continued under the programme modality. In particular, the cooperation with wood workers trade union and family planning/reproductive health has improved the access to programme benefits by segments of society that would not automatically be beneficiaries of nature conservation projects (interviews with WWF Nepal staff, stakeholders and beneficiaries). There have, however, not yet been attempts to replicate this approach. In Tanzania, WWF Finland has facilitated contacts between the country office and Finnfund in relation to forestry value chains (interviews with WWF Tanzania, Finland and stakeholders).

Overall, the programme level support from WWF Finland to the country offices has mainly concentrated on administration, planning and financial management rather than on technical capacity enhancement. There is need for more technical knowledge exchanges, e.g., forestry knowledge and skills between Finland and WWF Tanzania.

The added value provided by WWF Finland to the country offices is based on:

- Effective exchanges that focus on thematic areas, such as value chain development and sustainable forestry. Sustainable forest management and monitoring systems are well developed in Finland and competent forestry expertise will be needed in Tanzania in relation to the emerging investments that are expected to take place in locally controlled forests.
- Exchange and replication of the successes of the reproductive health component in Nepal. Population growth is a major factor affecting the loss of biodiversity. Studies (e.g., Tanzania demographic and health survey, 2010) and interviews show that while women in countries like Tanzania and Nepal are keen on family planning and reproductive health services, they do not have access to them.
- The active role and engagement of WWF Finland in facilitating contacts with the MFA and the embassies (interviews with WWF Finland, embassies).

However, opportunities have been missed in terms of maximising WWF Finland's ability to add value to the programme and WWF's efforts globally.

In the programme-based support, WWF Finland acts as an intermediate between the MFA and WWF country offices, which could receive more funds if the administrative and salary expenses of WWF Finland were reduced or

**Collaboration with WWF Finland provides the country offices with some added value, especially in terms of the introduction of new themes and partnerships.**

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**WWF Finland has actively developed new approaches and partnerships to support the achievement of better results.**

completely cut out. The value added by WWF Finland to WWF country offices varies but at least in Nepal and Tanzania it has contributed also in other ways than as a mere financial provider. It is the only WWF national office that has funded, i.e., participation in south-south and north-south exchanges and cooperation with Finnish CSOs as well as Finnfund. However, WWF Finland has not addressed the capacity development of WWF country offices in advocacy or human rights which would be important to support the vibrancy and plurality of civil society. The capacity building support has not been utilised to its full potential. On the other hand, the programme adds considerable value also to WWF Finland: without the constant contact with WWF country offices, the sourcing of information on global and development issues as well as communication material would be much more difficult. This also supports the MFA's CSO strategy on global communication toward the Finnish citizens (Ministry for Foreign Affairs of Finland, 2013).

**Conclusion:** The MFA does not have appropriate systems and requirements for reporting.

**Recommendation 3:** The MFA should develop jointly with the CSOs a reporting system. The system should adequately cover outcome and impact information (including timely annual consultations) and monitoring which provides the CSO unit desk officers with appropriate tools to follow up the CSO project implementation both in the field and through reporting.

**Conclusion:** Because of its role as a reputable international conservation NGO, WWF is one of the few organizations that can play the role in conservation and sustainable natural resource management advocacy. The approach of working with other CSO partners has been used to overcome the challenge of limited resources.

**Recommendation 4:** WWF country offices supported by WWF international and national offices like WWF Finland should concentrate on their advocacy role. This includes issues, such as developing the control of illegal timber trade in East Africa, ensuring the benefits to communities and facilitating the sustainable management of natural resources together with other local partner CSOs.

**Conclusion:** WWF Finland has actively developed new approaches and partnerships to support the achievement of better results. This is a valid approach also to improving sustainability. The added value of WWF Finland is a sum of many factors. However, opportunities have been missed in terms of maximising WWF Finland's ability to add value to the programme and WWF's efforts globally.

**Recommendation 5:** WWF Finland should continue and develop new partnerships with other CSOs and upscale best practices. This would serve as an example to other CSOs and the MFA to promote new ways of collaboration.

## 4.4 Impact

The impact statement of WWF Finland programme is “By 2020, the valuable natural environment in globally important areas, based on human needs and biodiversity, is increasingly well 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”.

All the partner programmes work toward the impact, logframe logics is coherent and the activities contribute toward the outcomes through correctly identified outputs (WWF 2015 a). The two-year scope (2014-2015) of the evaluation does not, however, allow an adequate timeframe for achieving measurable impact and, therefore, only indications of potential future impact were detected. The WWF Finland programme logframe does not include impact indicators, and the partner programmes report impact rather descriptively (WWF Indonesia, 2015; WWF Bhutan, 2015 a; WWF Finland 2015 c; WWF Finland, 2015 c; WWF Nepal 2015 a, b; WWF Tanzania, 2014-2015 a). According to the CSO guidelines, similar to effectiveness (outcomes) also impact should be included in all reporting.

The successful implementation of previous projects has resulted in some signs of potential impact in Nepal and also in Tanzania. The programme intervention in Nepal works towards both short- and long-term outcomes which will lead eventually to more lasting changes in the society and the natural environment. For example, mobilisation and engagement of youth may bring about impacts, such as increasing debate on environmental issues in Nepal as well as contributing to the vibrant and pluralistic society. This is evidenced by the number of youth participating in the Generation Green groups which has increased within the programme period from 35 000 to 56 000, including youth from rural and urban areas. Shorter-term outcomes and eventual impacts such as local socio-economic benefits can materialise through support to income generation activities to communities.

There is a sign of impact toward the vibrant and pluralistic civil society also through the support to the Tanzania Natural Resource Forum (TNRF) and other CSOs in Tanzania and the CSO alliance in Mozambique (interviews with TRNF, CSO alliance members; interviews with stakeholders). With the support from the programme, the CSOs in Mozambique have formed an alliance which regularly meets a parliamentary committee on natural resource issues. TNRF is the only CSO of its kind in Tanzania as a natural resources coalition. The programme funding has enabled TRNF to revitalize its work. Also, the programme is enabling the voice of very scattered and often informal private sector timber traders and also communities in Southern Tanzania, who can access government decision-makers through timber platforms (interviews with different stakeholders in Tanzania). In Nepal the support to the forest user groups may potentially have an impact toward a more diverse CS in the form of community based organizations. The investment in youth work, both in Nepal and Finland, is expected to increase environmentally conscious attitudes and behaviour among the young generation.

**The two-year scope (2014-2015) of the evaluation does not, however, allow an adequate timeframe for achieving measurable impact.**

**The successful implementation of previous projects has resulted in some signs of potential impact in Nepal and also in Tanzania.**

The outcomes achieved by the Coastal East Africa Initiative in terms of creating regional collaboration among the East African governments on controlling illegal timber trade or signs of government, private sector and communities approaching each other to jointly work on timber trade issues are indications of possible longer-term impact that could be created within few years. Zanzibar has been the hub of illegal timber trade in East Africa, and at least at technical level, it is now willing to engage against illegal trade. Indeed, the government requested support from WWF Tanzania to the process of revising the forest policy and law. Signing of the Zanzibar declaration in the event of 2015 World Forestry Congress in Durban showed that there is a momentum and willingness to work jointly against illegal trade. In addition to the national governments of Tanzania, Kenya, Mozambique, Uganda and Madagascar, WWF and TRAFFIC managed to involve also such regional organizations as East African Community (EAC) and Southern African Development Community (SADC). The policy environment is now supportive for improved law enforcement. WWF Tanzania has engaged media through newspaper articles and TV coverage and this has raised the issues to the awareness of some segments of public (interviews with stakeholders).

The international NGO TRAFFIC is currently updating the 2007 study “Forestry, governance and national development: Lessons learned from a logging boom in southern Tanzania” with the programme funding. In 2007, the study caused a major upheaval in Tanzania by showing how huge amounts of timber are being exported to China while very little income is generated in Tanzania for local communities and government. There is only limited funding for TRAFFIC to uptake further work in assisting the East African governments in law enforcement and supporting them to act on MoUs.

**Conclusion:** A longer evaluation period would probably have allowed detecting impacts from the programme. The programme interventions contribute to the impact, logframe logics is coherent and the activities contribute to the outcomes through correctly identified outputs.

**Recommendation 6:** WWF Finland programme impact should be regularly monitored, reported as well as evaluated again in a few years’ time to detect impacts.

## 4.5 Sustainability

In theory, sustainability is easier to achieve in livelihoods activities and service provision, which can later be conducted by government agents when sufficient funds are available. This does not equally apply to the support to advocacy, which is more reliant on external support and, by definition, cannot be done by government itself as duty-bearer. The role of CSOs, such as WWF and its partners, is invaluable to advocate for environmental conservation and the sustainable use of natural resources.

## Ownership of programme

The ownership of partner programmes in WWF country offices is strong (interviews with WWF Tanzania and Nepal staff; stakeholders in Nepal and Tanzania; CEAI 2016). Similarly, beneficiaries and other stakeholders express ownership of the programme interventions. In Nepal and Tanzania, programme funding supports the implementation of local strategic plans. In Nepal, the TAL programme was originally initiated in 2001 and is implemented jointly by the Department of Forests and Department of National Parks and Wildlife Conservation of Ministry of Forests and Soil Conservation and WWF Nepal in collaboration with local communities and NGOs. There is, however, no clear plan for the WWF Nepal to exit the support in the TAL as the programme is part of their long-term vision of partnership with the government of Nepal (interviews with WWF Finland staff; WWF Nepal staff; government stakeholders in Nepal).

The same applies to all partner programmes and components. In Tanzania, the implementation of the Phase I of the Coastal East Africa Initiative is ending in June 2016 but WWF Finland will continue to support the new strategic plan 2016-2020 which was developed with strong participation from the staff in WWF country offices (Tanzania, Kenya and Mozambique) and partner CSOs.

In addition, the implementation partners – the TNRF in Tanzania and the government in Nepal – have solid ownership of the programme implementation (interviews with TNRF, government stakeholders in Nepal). At local level, sustainability is emerging in structures such as community forest coordination committees in Nepal. The multi-stakeholder forums in Tanzania are not yet sustainable and will not continue without external support. There are, however, indications of private sector timber traders in Southern Tanzania planning to organise themselves to form a permanent association. In Mozambique, the local WWF office, facilitated by the Finnish support, obtained another grant from the Swedish embassy to support the CSO alliance activities (interviews with WWF Tanzania and Mozambique staff; interviews with CSO alliance members). The forestry departments in East Africa have started independent implementation of the timber trade MoUs without WWF control.

A new partnership has been created with Finnfund in Tanzania, which may invest in the timber value chain in the future. It is expected that sustainability is strengthened when private sector development is linked to livelihoods development.

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

*Financial sustainability* of all WWF country offices is difficult to achieve since they cannot raise sufficient funds locally. Tanzania and Nepal offices are, however, in the process of becoming national offices which would give them the possibility to do own fund raising. The process is long and even for a European WWF office, such as Poland, it took five years to achieve the national office status (interview with WWF Finland). Truly Global funding supports WWF Nepal's capacity building by "enhancing policy, technical, advocacy and (network) expertise" (WWF Finland, 2014 b). The aim is to strengthen the WWF Nepal organization and its management to become one of the national offices running its business independently.

**The ownership of partner programmes in WWF country offices is strong.**

**In addition, the implementation partners – the TNRF in Tanzania and the government in Nepal – have solid ownership of the programme implementation.**

**Financial sustainability of all WWF country offices is difficult to achieve since they cannot raise sufficient funds locally.**

WWF international is a well-established NGO raising funds all over the world and in case of problems, the headquarters step in to assist the country office (i.e. WWF 2012). Some of the following organizational *guidelines and policies* support the WWF's work in its country offices:

- WWF International Field Operations Manual of Financial Policies and Procedures (WWF 2011 a)
- Poverty policy (WWF, 2009)
- Social principles and policies made by Social Development for Conservation (SD4C) team (2015 c)
- Fraud and corruption policy (WWF, 2012 a)
- Gender policy (WWF, 2011 c)
- WWF Standards of Conservation Project and Programme Management (PPMS) (WWF, 2012 b)

*The social sustainability* is addressed by the establishment of the Social Development for Conservation (SD4C) team by WWF International in 2009 to develop social and development dimensions in WWF programmes and to build WWF capacity as a network to engage in social processes. The social principles and policies are taken into account to certain extent in planning. However, the operationalisation is still an issue.

The country offices also have their own guidelines and in some cases like PHPA and Project Operation Manual in Nepal, the existing government or jointly developed guidelines are followed (WWF Nepal, Ministry of Forests and Soil Conservation 2015). The issue is not the lack of standards and guidelines but rather the institutionalization of their use, also in field level operations. This may depend on the lack of practical tools and training.

WWF Finland has undertaken advocacy to influence the Finnish school curriculum development to include environmental education, sustainable development and sustainable lifestyles, and to ensure that the hours dedicated to these issues remain sufficiently high. The education material developed by WWF Finland is available on internet material bank website which offers it free to schools and educators.

**Conclusion:** The programme's partnerships and strong local ownership enhance the sustainability of supported partner programmes. The country offices will not be financially independent for a long time.

**Recommendation 7:** Increase the support to country offices and their capacity building through funding, provision of ongoing guidance on subject matter issues, targeted training and strengthening of strategic planning.

## 4.6 Complementarity, coordination and coherence

Coordination and collaboration with other CSOs and stakeholders is by and large a standard approach applied by WWF in all partner countries. WWF Tanzania coordinates regularly with other actors in the natural resources arena: they are invited to a number of meetings; they also participate in national platforms such as Tanzania Forest Working Group, which is partially funded by the programme. There is scope for coordinating and strategizing more regularly with other bilateral donors engaged in the natural resources sector (especially with those working with forestry issues). The information sharing and strategizing with development partners could be improved to align even better with, e.g., the bilateral projects to achieve more and better results (interviews with different stakeholders).

Meanwhile, WWF Nepal collaborates closely, e.g., with World Bank on REDD+ issues regarding the ERPIN/ ERDP (FCPF, 2014), while partnerships have been introduced also through collaboration and coordination with Finnish NGOs *The Family Federation of Finland* and *Trade Union Solidarity Centre of Finland* and their Nepalese partner organizations *Family Planning Association of Nepal* and *Building and Wood Worker's International, Nepal Affiliate Committee*.

The alignment of the WWF programme with the MFA Country Strategy 2013–2016 in Nepal (Ministry for Foreign Affairs of Finland, 2013) is satisfactory as it addresses poverty reduction through sustainable, inclusive and equitable growth, especially contributing to the development result of “natural resource management contributing to rural livelihoods and health through inclusive green economy”. Similarly, the support to the CEAI aligns with the Finnish strategy for development cooperation in Tanzania (Ministry for Foreign Affairs of Finland, 2013), which promotes and strengthens: 1) good governance and equitable service delivery; 2) sustainable management of natural resources; and 3) promotion of inclusive, sustainable and employment enhancing growth. The overall thrust is to promote the rights and access of people to land, natural resources, food, decent livelihoods, employment as well as basic services. Specific objectives include improved state accountability and transparency, development of value chains from forests and improved land and forest rights. In Indonesia and Bhutan, there are no Finnish bilateral projects.

In Nepal, the complementarity among WWF and bi- and multilateral assistance has been effective. For example, the WWF reduced emissions from deforestation and forest degradation (REDD) project have worked closely with the Finnish funded bilateral Forest Resources Assessment project, by providing valuable inventory data for ground truthing to the satellite and light detection and ranging (LIDAR) assessment data (The World Bank, 2015).

In Tanzania, the MFA support is provided to the Tanzania Natural Resource Forum both through the embassy via the Mama Misisitu campaign, as well as through WWF Finland's programme (interviews with different stakeholders; interview with WWF Tanzania and TNRF). This has enabled the organization of meetings (community based natural resource management and community based forest management platforms, East Africa Timber Trade Forum) that could not have been possible otherwise. It is not, however, the most efficient

**Effectiveness would be increased by planning strategically with stakeholders and enhancing collaboration.**

**The Finnish embassies in Nepal and Tanzania have not been mandated by the MFA to have a clear role in monitoring or collaborating with the WWF programme.**

way of using Finnish development assistance as two separate routes are used to support the same organization.

Effectiveness would be increased by planning strategically with stakeholders and enhancing collaboration between WWF Tanzania, Mama Misitu campaign, TNRF, Tanzania Forest Conservation Group, Mjumita, Mpingo Conservation and Development Initiative (MCDI), and Finnish Embassy. Strategic planning would allow more careful definition of each partners' role, common objectives and the planning of allocation of human and financial resources. The WWF Finland programme has complemented the bilateral programme especially through the work on improved governance, trans-boundary timber trade and formation of platforms for national trade. According to the Finnish embassy in Tanzania, the new Finnish forestry programme will adopt value chain studies similar to the one initiated in the WWF programme.

The coordination with regional structures, such as Southern Africa Development Community (SADC) as well as Asian Development Bank and International Centre for Integrated Mountain Development in the Himalayan area, has been useful to promote policy issues such as the signing of the Zanzibar declaration in 2015.

The Finnish embassies in Nepal and Tanzania have not been mandated by the MFA to have a clear role in monitoring or collaborating with the WWF programme (interview with the Embassies and MFA desk officer). In Nepal, the relationship between WWF and the embassy has developed as the embassy participates in the steering committee of MFA-funded WWF Finland projects and this has enabled WWF to inform the embassy about the programme (interview with the Embassy of Finland in Nepal; interview with WWF Nepal staff). In Tanzania, WWF informs the embassy about its work but there is no effective working relationship (interview with the Embassy of Finland in Tanzania; interview the WWF Tanzania staff). Both the embassy and WWF fund activities in community based forest management but there is no institutionalised collaboration. At the same time, WWF Finland has been consulted in the process of drafting the Finnish country strategy in Nepal but not in Tanzania.

**Conclusion:** Working in partnership with other CSOs, Finnish embassies and other bilateral programmes and projects has created synergies and promoted higher level objectives.

**Recommendation 8:** the MFA should clarify the role of the Finnish embassies to improve the collaboration and create synergies between WWF and bilateral programmes. The cooperation should be used to strategically move in the priority areas of common interest.

## 4.7 Lessons learned

### Joint/basket funding for the implementation of programmes or strategies

The funding by WWF Finland to its partner WWF country offices often takes place as a kind of basket funding, whereby a number of WWF national offices jointly support the implementation of a programme. This is the case in Tanzania (Coastal East Africa Initiative), in Bhutan (Living Himalayas Initiative) and in Nepal (Enabling Sustainable Development) where the WWF offices from Denmark, Norway, Sweden, UK and US provide most of the budgets. This type of joint funding to programmes strengthens the partner CSO, and it has several other positive effects, including those to the WWF Finland:

- the initiatives have at their disposal a high number of specialised staff paid jointly by funding partners;
- WWF Finland will be able to top up its own funds by convincing the others to support the same objectives. Related to this, joining the group of funding partners provides WWF Finland with the opportunity to influence the strategic direction of the programme; and,
- Basket funding improves mutual accountability and dilutes the risks of individual donors.

The monitoring of the efficient use is the responsibility of the national WWF office as well as all the funding partners. While it is true that it is difficult to monitor the use of specific funds in separate budget lines, it is nevertheless possible and can be taken into account in the financial management system.

### Partnering with other local or Finnish CSOs and other development organizations

WWF country offices have extended the Finnish funding to a number of other CSOs partnering in the implementation of programmes. For example, WWF Tanzania partners with three local CSOs (Tanzania Natural Resources Forum, the Mpingo Conservation and Development Initiative and MJUMITA) both for providing services and building their capacity through south-south exchanges and training. This has helped the WWF Tanzania to overcome the challenges related to insufficient numbers and expertise of its staff.

The WWF Indonesia programme collaborates with 10 local CSOs, while in Nepal, a close collaboration has been developed with two Finnish CSOs active in the country for many years.

The collaboration with trade unions through Trade Union Solidarity Centre of Finland (SASK) focuses on training the forest workers in decent work and conservation, whereas with the Family Federation of Finland (Väestöliitto) a combination of population, environment and health approach is used to promote family planning together with Family Planning Association of Nepal (FPAN). This is outside the normal scope of WWF Nepal work but this evaluation found the approach beneficial from conservation and beneficiaries' point of view. The collaboration with BWI-NAC and FPAN has gained larger outreach for WWF

**WWF country offices have extended the Finnish funding to a number of other CSOs partnering in the implementation of programmes.**

**For advocacy work, WWF has used several useful and effective strategies.**

**The linking of Finnfund to the study is an innovative approach which clearly precedes the bilateral programme and may result in a significant shift in locally controlled forestry.**

Nepal to train and bring awareness to people not normally engaged in the conservation sector (especially wood workers). Positive results have been gained from these partnerships with BWI-NAC and FPAN on the ground. Especially, engaging the wood workers in Nepal can be seen strategic as they can play a role in curbing illegal logging and illegal wildlife trade.

The work on building theories of change for programmes could result in identifying more needs and solutions for partnering, collaborating and coordinating with other actors to bring the desired changes. It does not happen by chance but through promotion of out-of-the-box and open-minded thinking that WWF Finland has been showing in its programme.

### **Advocacy**

For advocacy work, WWF has used several useful and effective strategies:

- partnering with other organizations that prepare studies and organise meetings and platforms with other stakeholders. In Tanzania, especially the local Tanzania Natural Resources Forum and the international TRAFFIC have been engaged to work on issues of illegal regional, international and national timber trade. Adequate, convincing and well presented data has been used to solicit support from stakeholders;
- coordinating with regional partners to promote the agenda of controlling illegal timber trade. In East Africa, the network of WWF country offices in Kenya, Uganda, Mozambique, Zambia and Tanzania have each worked on the national governments to sensitise them on the importance of joint action;
- WWF has also engaged the Southern African Development Community (SADC) which lobbied among forestry administration representatives of member countries for signing the Zanzibar Declaration in the event of the Durban Forestry Conference. The momentum was used efficiently by the WWF and extended media coverage further emphasised the achievement;
- identification of allies in the government administration and individual meetings with the influential persons and decision makers.

### **Coordination and cooperation with Finnish development interventions**

The WWF Finland programme is well aligned with the Finnish country strategies where bilateral development programmes exist (Nepal and Tanzania). The focus on sustainable, inclusive and equitable growth has resulted in emphasising forestry value chain studies in Tanzania, where the Finnish bilateral programme supports small growers and communities both for plantation and natural forest development. The study conducted in Tanzania was funded jointly by WWF Finland and the Finnish Fund for Industrial Cooperation which is keen on exploring investment opportunities in forestry processing.

The linking of Finnfund to the study is an innovative approach which clearly precedes the bilateral programme and may result in a significant shift in locally controlled forestry. WWF Finland and WWF country offices have been active

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in many other ways for a number of years in pushing the embassies and the MFA HQ to participate more in their agenda through representation in steering committees (Nepal), through organising joint meetings between forestry administrations to develop MoUs (East Africa) and by organising individual and group meetings with the MFA advisors. The lesson learned is that the MFA has been somewhat passive in making the most of these initiatives and much more attention should be paid to maximise the benefits from alignment, complementarity and coordination.

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# THE EVALUATION TEAM

**Ms Merja Mäkelä** is an expert of development cooperation with 30 years of experience in working with governments, international organizations and CSOs. She has conducted a number of evaluations covering such themes as agriculture, forestry, environment, biodiversity, climate change and local cooperation funding. She has participated as team leader and team member in planning and appraisal of projects and programmes and worked in field projects for technical assistance. Her experience of funding modalities covers project and programme funding, sector and budget support, NGO support and local cooperation funding. She has long-term and short-term country experience from Africa (Senegal, Burkina Faso, Tanzania, South Africa, Namibia, Zambia, Uganda, Mozambique) and Asia (Mekong countries). Her work has included positions of Associate Professional Officer in the FAO, forestry expert in projects, private consultant and counsellor of natural resources in the Embassy of Finland in Tanzania. Currently Ms Mäkelä is a permanent employee of Niras Finland.

**Ms Henna Tanskanen** is a development co-operation expert, specialised in natural resources management and conservation. She has 10 years of experience in development co-operation project management and implementation especially related to natural resources, land, water and forest management fields. She has participated as a team member for final evaluation, appraisal and formulation assignments of MFA funded projects in Nepal, Laos and Tanzania, as well as managed several MFA funded Mid-term Reviews, especially in Finnish bilateral projects. She has relevant long- and short-term working experience from Tanzania, Ethiopia, Namibia, Seychelles, Vietnam, Nepal and Laos. She has gained further conservation experience by working for an NGO in UK. Ms Tanskanen has been a permanent employee of NIRAS Finland since 2008.

# ANNEX 1: TERMS OF REFERENCE



ULKOASIAINMINISTERIÖ  
EVA-11

TERMS OF REFERENCE EVALUATION UH2015-018499  
2.10.2015  
V 5.0

UHA2015-018508, 89892638

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

### 1. BACKGROUND

Civil society actors are an essential and integral element of Finland's development cooperation in its entirety. The role of Civil Society Organizations' (CSO) - domestic, international and local in developing countries- has been increasing in Finland's development cooperation during the last years together with the total share of ODA channeled through them which was 14,6% (180 MEUR) in 2014. However due to the recent budget cuts to the Finnish Development cooperation by the government of Finland, cuts in Civil Society funding are also envisaged. The CSOs work in various thematic areas; civil society capacity building, advocacy as well as poverty reduction and public services in developing countries.

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

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

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

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

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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.

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-

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

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

### **Taksvärkki (ODW Finland)**

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

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

### **WWF Finland**

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

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

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

## **3. PURPOSE AND OBJECTIVES**

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

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

*The objectives* of the evaluation are

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

#### 4. SCOPE OF THE EVALUATION

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

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

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

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

#### 5. THE EVALUATION QUESTION

The following questions are the main evaluation questions:

**Component 1:**

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

## Component 2:

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

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

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

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

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

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

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

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

#### Relevance

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

#### Impact

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

#### Effectiveness

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

#### Efficiency

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

#### Sustainability

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

#### Complementarity, Coordination and Coherence

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

## 6. GENERAL APPROACH AND METHODOLOGY

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

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

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

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

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

Validation of all findings as well as results at the programme level must be done using multiple sources. The main document sources of information include strategy and programme documents and reports, programme/project evaluations, minutes of annual consultations, official financial decisions, Finland's 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>

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Instructions concerning the Partnership Agreement Scheme (2013)

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

Thematic policies and guidelines

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

## **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> <b>EQ 1. How relevant is the CSO programme?</b>	1.1. Has the CSO's programme been in line with the organisations' overall strategy and is the CSO focusing on its comparative advantage?	Consistency between CSO's 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's 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 document 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's 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?	Allocation of human resources and administration in the programme; frequency of M&E reports; availability of data on results; management decisions with reference to specific M&E data/reports.	Document review, interviews	Programme management and M&E manuals; programme progress reports, audit reports, financial reports, evaluation reports, minutes of annual meetings between the MFA and Finnish CSOs, MFA and Finnish CSO staff; documentation of management decisions
	2.4. How well have risks been identified and managed?	Availability of risk assessment tools; identification of major risks and possible measures taken for handling them.	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 CSOs 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 un-intended) and what are their value and merit from the perspective of the policy, CSO programme and beneficiary level?	Beneficiaries/right holders' assessment of change. Other stakeholder's assessment of change. Knowledge of basic rights. Cases where rights have been claimed.	Systematic document review; systematic group and individual interviews, observations	Programme document, baseline studies, Finnish CSO's monitoring reports, progress reports with information on outputs and outcomes, mid-term reviews; project management staff; beneficiaries
	3.2. What were the internal/external factors that influenced the successes and challenges?	The extent that structures and systems internal to the programme supported/hindered the attainment of results. The extent that external opportunities/threats affected the attainment of results.	Document review/analysis, interviews	Programme ToC and supporting documentation; interviews with CSO staff; partner CSO staff; beneficiaries; data on change collected by the evaluation, evaluation reports
	3.3. To what extent has the programme built the capacity of partner CSOs for delivering services or for advocacy (perceived and factual changes)	Quantity and quality of delivered services by each partner across the evaluation period. Quality of advocacy by partner CSOs across the evaluation period.	Systematic interviews, document review	Key staff from partner CSOs, stakeholders, monitoring reports, evaluation reports
	3.4. Has the programme contributed to the achievement of key cross-cutting objectives including gender equality, reduction of inequalities and promotion of climate sustainability?	Change from the point of view of marginalised groups	Document review, systematic interviews	Annual programme reports, evaluation reports; beneficiaries
	3.5. To what extent has the partner country CSOs benefitted from direct links to the Finnish CSO?	Perceptions on the value provided by Finnish CSO partners.	Interviews	Partner organization's staff

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

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 communitated to and/or coordinated with other CSOs, donors and other development partners?	<p>The extent where the exchange of information is among CSOs, donors and other development partners</p> <p>Cases of coordination with other CSOs and development partners.</p>	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

N.B. Titles and positions reflect the situation that prevailed at the time of the interviews in 2015-2016.

### **FINLAND**

#### **Ministry for Foreign Affairs of Finland**

##### **CSO Unit**

Ms Sirpa Rajasärkkä, Desk Officer

#### **WWF Finland**

Ms Essi Aarnio-Linnanvuori, Environmental Educator

Mr Aleksi Heiskanen, International Development Expert

Mr Jari Luukkonen, Conservation Director

Ms Tanja Pirinen, Senior Conservation Officer

Ms Liisa Rohweder, Secretary General

Ms Anne Tarvainen, Head of Programme, International Development

Ms Hanna Seimola, Coordinator

Ms Sanna Koskinen, Environmental Educator

Finnish Fund for Industrial Cooperation Ltd. (FINNFUND)

Ms Hanna Skelly, Director Forestry, Environment and Renewable Energy

### **NEPAL**

#### **WWF Nepal**

Ghana Shyam Gurung, Senior Conservation Program Director

Aarati Gurung Malla, Senior Program Development Officer

Ananta Ram Bhandari, Programme Manager - Sacred Himalyan Landscape

Bhagwan Lal Shrestha, Deputy Director - Finance and Administration

Bharat Gotame, Senior Programme Officer - Terai Arc Landscape

Bhawani Shankar Dongol, Programme Manager, IRBM

Bijan Gurung, Senior Manager - Programme Management

Dhan Prasad Rai, Deputy Director - Field Programs

Diwakar Prasad Chapagain, Deputy Director - Wildlife Trade Monitoring

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Kanchan Ojha, Monitoring and Evaluation Associate  
Khadga Badadur Ramtel, Database and Monitoring Officer  
Narayan Kumar KC, Deputy Director, Programme Administration  
Ranjana Budhathoki, Program Associate, Terai Arc Landscape  
Khadga Ramtel, Database and Monitoring Officer  
Shikha Gurung, Campaign and Marketing Officer  
Shiv Raj Bhatta, Director - Field Programs  
Tara Prased Gnyawali, Senior Livelihoods Expert  
Ugan Manandhar, Deputy Director - Climate, Energy and Water  
Santosh Mani Nepal, Senior Director - Policy and Outreach  
Yadav Kandel, Forest Carbon Specialist, WWF Nepal

#### **Ministry of Forests and Soil Conservation**

Pashupati Koirala, Under-Secretary, Landscape Support Unit

#### **Department of Forests**

Gauri S. Timala, Deputy Director General/TAL Coordinator  
Madhuri Karki, Planning officer, TAL Focal Person

#### **Department of National Parks and Wildlife Conservation (DNPWC)**

Fanindra Raj Kharel, Director General/TAL Coordinator  
Amir Maharjan, Planning officer, TAL Focal Person

#### **Embassy of Finland in Kathmandu**

Pekka Seppälä, Deputy Chief of Mission  
Chudamani Joshi, Special Advisor  
Indra Gurung, Special Advisor

#### **Terai Arc Landscape - Corridors and Bottleneck Restoration Project Office, Kohalpur, Banke**

Buddhi Rijal, Project Manager, (Under Secretary - Department of Forests)  
Pradeep Budhathoky, Co-Manager, WWF Nepal  
Bhaskar Bhattarai, Senior Project Officer, WWF Nepal  
Umakant Misra, M&E Associate, TAL - CBRP office  
Buddhi Chaudhary, Finance and Administration officer, WWF Nepal

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Terai Arc Landscape - Protected Area and Buffer Zone support Office, Sauraha Chitwan  
Tilak Dhakal, Co-Manager, WWF Nepal

**Mahadevpuri Community Forest Coordination Committee, Multipurpose Resource Center, Cooperative**

Bhairam Oli, CFCC Chairperson

Bhim KC, CFCC Finance and administration person

Tularam KC, CFCC Secretary

Sabitra Oli, Youth Volunteer Working on Sexual and Reproductive Health

(Five youths in MPRC)

**Resource Himalaya Foundation and Students (under Thesis Grant Scheme)**

Dinesh R Bhuju, Board Member of Resource Himalaya Foundation

Bina Ghimire, Student, Central Department of Environmental Science

Sujata Karki, Student, Central Department of Botany

Kiran k Baram, Student, College of Applied Sciences

Subesh Joshi, Student, Central Department of Environmental Science

Dibya Rai, Student, Central Department of Zoology

Limba Rai, Student, Khwopa College

Naryan Niroula, Student, Central Department of Environmental Science

Parbati Gurung, Student, Khwopa College

Pushkar Busal, Student, Golden Gate International College

Krishna P. Sharma, Student, Central Department of Botany

**Alternative Energy Promotion Centre (AEPIC)**

Ram Dhital, Executive Director

Suraj Regmi, Program Officer, National Rural and Renewable Energy Program

**Biogas Sector Partnership - Nepal (BSP-Nepal)**

Balaram Shrestha, Executive Director

**REDD Forestry and Climate Change Cell (REDD Implementation Center), Nepal**

Mohan Paudel, Under Secretary, Ministry of Forests and Soil Conservation

Narendra Chand, Under Secretary Ministry of Forests and Soil Conservation

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### **The Generation Green**

Anil Chitrakar, Mentor - Social enterprenuar

Bipin Karky, TGG MenteeSubina Shrestha, TGG Mentee

Sunwi Maskey, TGG Mentee

Nabina Gurung, TGG Mentee

Anisha Adhikari , TGG Mentee

Bina Kharel , TGG Mentee

Sneha Shakya, TGG Mentee

### **School Environment Education Network-Nepal (SENSE Nepal)**

Dinesh Chandra Gautam, Chairperson

### **Community Forest Coordination Committee Narthi**

Jokhura Chaudhary, Chairperson of Deuki CFUG /Narti Ban तथा Batabaran Multipurpose Cooperative

Ganesh Kumar Chatny, Narthi Co-operative Manager

Hira Lal Chaudhary, Narthi Co-operative Secretary

Shanti Chaudary, Narthi Co-operative Accountant

Bephu Ram Chaudary, Narthi Co-operative shareholder

Bhakta Bahadur Thapa, Member

Shanti Chudhary, Accountant

Krishna Khatri, Treasurer

Pushpa Pandey, Member

Tara Ghimire, Secretary

Laxman Pawan, VicePresident

Tanka Nath, President

Shiva Prasad Sharma, Vice-President

Huma Devi Acharya, Member

### **Community Forest User Group, Sishahaniya Village Development Committees 8, 9/Biogas village**

CFUG Chairperson, Executive Members and General Members;

Hari Chandra Chaudhari,

Prem Lal Chaudhary

Puran Prasad Chaudhary

Dhani Ram Chaudhary

Kamala Chaudhary

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Basanti Chaudhary  
Sita Chaudhary  
Deu Kumari Chaudhary  
Tirtha Devi Chaudhary  
Dil Ram Chaudhary  
Raj Narayan Chaudhary  
Indra Puri Chaudhary  
And 8 more

**Beneficiaries in Arunkhola, Nawalparasi**

Ram Prasad Pandey, Chairperson, Nirmankarmi Rin tatha Bachat Sahakari Sanstha Limited, Kawasoti  
Hemkala Bhandari, Chairperson, Shramik Sahayogi Bachat tatha Rin Sahakari Sanstha, Arunkhola  
Tulasi Gurung, Secretary, Shramik Sahayogi Bachat tatha Rin Sahakari Sanstha, Arunkhola  
Ganga Gurung, Manager, Shramik Sahayogi Bachat tatha Rin Sahakari Sanstha, Arunkhola  
Kamala Ale, Forest Watcher/Trade Union Worker

**Amaltari BZUC, Chitwan National Park**

Prem Sankar Mardania, Chairperson

**FPAN Clinic and Information Center, Amaltari**

Aashika Regmi, Staff Nurse, FPAN  
Siman Mahato, Social Mobiliser  
Hiru Mahato, Community Councillor  
Chanu Ram Mahato, Clinic Chairperson

**Community Based Anti-Poaching Unit, Amaltari**

Damber Mahato, CBAPU Member

**FPAN- Family Planning Association of Nepal**

Subash Shrestha, Director

**Trade Unions; BWI-Nepal, CUPPEC and CAWUN Nepal**

Narnath Luintel, CUPPEC Chairperson/BWI NAC Coordinator  
Pradeep Acharya, CAWUN General Secretary  
Durga Gajurel, DWHE Project Coordinator, BWI NAC

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### **Youth Alliance for Environment (YAE)**

Mr. Sanot Adhikari, YEA Chairperson

Prachan Bhujel, YEA Intern

Roshan Chikan Banjar, Program Officer

## **TANZANIA**

### **WWF Tanzania**

Mr Geoffrey Mwanjela, Terrestrial Programme Coordinator CEAI

Mr. Isaac Malugu, Forestry Coordinator CEAI

Mr. Venance Dominici, Financial Manager CEAI

Ms Elizabeth Ngoye, Monitoring and Evaluation Officer

Peter Scheren, Leader, CEAI.

Asukile R. Kajuni, Deputy Programme Coordinator (CBNRM)

### **Tanzania Natural Resource Forum**

Mr Cassian Sianga, Consultant

Mr Faustine D. Ningu, CBNRM Programmes Coordinator

Mr Patrick Mwakyanjala Gwamaka, Campaign Director, Mama Misititu Campaign

Ms Sophia Masuka, Communication and Advocacy Coordinator

Wilbard Mkama, Monitoring and Learning Coordinator)

### **Ministry of Natural Resources and Tourism**

Mr Juma Mgoo, Chief Executive Officer, Tanzania Forest Service

Mr J.J. Kigula, PFM Coordinator, Tanzania Forest Service

### **Ministry of Agriculture and Natural Resources, Zanzibar**

Mr. Bakari Saad Asseid, Deputy Principal Secretary

### **KEPA Tanzania**

Mr Masud Hossain, Country Director

Ms Asna Mshana, Adviser (civil society)

Ms Kirsi Koivuporras-Masuka, Advisor (civil society)

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## **MJUMITA**

Ms Rahima Njaidi, Executive Director

## **Tanzania Forest Conservation Group**

Mr Charles Meschack, Executive Director

## **Mpingo Conservation and Development Initiative**

Jasper Makala, CEO

## **Finnish Embassy**

Mikko Leppänen, Councillor

William Nambiza, Programme Officer

Simo-Pekka Parviainen, First Secretary

## **TRAFFIC**

Julie Thompson, Head of Office, East Africa

## **SHIVIMITA (Tanzania Forest Industries Federation)**

Ben Sulus, President

## **Mozambique**

Rito Mabunda, WWF Mozambique, Forest Programme Coordinator

Antonio Mutoua, Solidariedade Moçambique

## **Others**

Simon Anstey, Integrated Rural Development and Nature Conservation

Gerard Kitabu, Journalist, The Guardian

Will Ashley-Cantello, WWF UK

Peter Roberntz, WWF Sweden

Four participants from environmental education activities in Finland (WWF ambassadors and youth team members)

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# ANNEX 5. LOGFRAME OF WWF FINLAND PROGRAMME

	Intervention logic	Indicators
<b>Long-term objective</b>	By 2020, the valuable natural environment in globally important areas, based on human needs and biodiversity, is increasingly well 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.	NA
<b>Direct objective 1: Biodiversity</b>	By 2017, critical habitats and species in selected target countries are effectively conserved and sustainably managed.	The decrease of the terrestrial LP (Living Planet Index) halted.
	Result area 1: Critical key species are conserved and well-managed and poaching and illegal wildlife trade are decreased in selected programme areas.	(Changes in the) population numbers of key species (e.g. tiger, snow leopard, rhino, elephant, orangutan, red panda)  Cases of poaching and wildlife trade seizures decreasing and number of seizures
	Result Area 2: The selected conservation areas, corridors and buffer zones in target countries are effectively and collaboratively conserved and managed.	Selected conservation areas/corridors/buffer zones have credible management plans in place  Area and number of established (community based) conservation areas/corridors/buffer zones  Area of forest restoration/plantation in selected programme areas.
<b>Direct objective 2: People</b>	By 2017 local people and communities, are engaged in and benefitting from sustainable natural resources management and conservation in an inclusive manner.	Number of beneficiaries in target areas. Data disaggregated by gender, ethnic, youth and vulnerable groups.
	Result area 3: Local people, including women, youth, indigenous and vulnerable groups are implementing and benefitting from community based natural resources management and conservation schemes in selected programme areas.	Number and area of community based NRM and conservation schemes established  Number of beneficiaries of conservation schemes (common indicator B1). Data disaggregated by gender, ethnic and vulnerable groups.  Number of women, youth and other special groups leading NRM and conservation initiatives

	Intervention logic	Indicators
	Result Area 4: Local green economy models and sustainable livelihood options are created and adopted in selected programme areas and they benefit the different groups, including women, youth, ethnic and vulnerable groups in local communities.	<p>Number of green economy enterprises/ livelihood schemes and cooperatives established</p> <p>Number of beneficiaries from green economy/ livelihood schemes. Data disaggregated by gender, social and vulnerable groups</p> <p>Case studies of livelihood changes (e.g. income increase)</p>
	Result Area 5: Community members in the selected target areas have better preparedness to adapt to the changes in their livelihoods caused by climate change.	<p>Number of households that have benefitted from climate change adaptation solutions (data disaggregated by gender, ethnic, vulnerable)</p> <p>Cases/Number of climate resilient infrastructure/solutions (i.e. rainwater harvesting systems/water tanks, efficient cooking stoves, biogas digesters) installed</p>
<b>Direct objective 3: Good governance</b>	By 2017, governments (district, national, regional) implement sustainable natural resources management practices and enable civil society and local communities to be included and actively influence on decision making process concerning natural resources management.	Cases of sustainable and participatory decision-making processes concerning NRM in target areas (inclusion of CSOs, NGOs in government decisions/ plans)
	Result Area 6: Local communities are making decisions over their natural resources and are practising good governance principles.	<p>Cases of community consultation processes and decisions (e.g., participatory planning).</p> <p>Number of local communities practising good governance principles in their NRM decision making processes (e.g. village development and land use plans, forest management plans, public hearing public auditing)</p>
	Result Area 7: Civil Society (local, district, national, regional) is promoting sustainable natural resources management and conservation for the benefit of environment and people.	<p>Number of CSO platforms created and maintained to promote NRM issues</p> <p>Number of NGO/CSO members in the platforms disaggregated by type of CSO</p> <p>Cases of CSOs/NGOs initiatives to influence inclusive and sustainable NRM decision-making.</p>
	Result Area 8: Governments (local, district, national, regional) are adopting sustainable and participatory natural resources management principles and practises.	<p>Cases of government implemented participatory land use planning processes in target areas</p> <p>Cases of government approved sustainable land management plans/land-use plans with CSO consultation in target areas</p>

	Intervention logic	Indicators
<b>Direct objective 4: Ecological footprint</b>	By 2017, sustainable lifestyle and green economy is promoted in Finland and selected partner countries by making planetary boundaries and one planet model more recognised.	<p>Number of people reached with WWF Finland campaigns, school tours and various events (Living Planet Report release, Earth Hour, Generation Green, Green economy seminars etc.)</p> <p>Cases of responsible management practices and sustainable investments in selected target areas and Finland.</p>
	Result Area 9: Responsible Management Practices and certification schemes are promoted in natural resources production sector (forestry, agriculture, hydropower) to contribute to sustainable development in target areas and Finland.	<p>Cases of responsible management practices adopted by private sector/community enterprises in selected target areas</p> <p>Area/(number) certified by best management practices and certification schemes (e.g., FSC, RSPO, RSB) in selected partner countries.</p> <p>Number of metric tonnes (/cubic meters) certified key commodities sourced by companies in Finland</p>
	Result Area 10: Climate change mitigation actions are promoted in Finland and selected target countries through influencing national and international climate policy and through promotion of energy efficiency/renewable energy solutions and REDD.	<p>Number of people/households with access to energy efficient/renewable energy solutions in selected programme areas</p> <p>Cases of national policies including energy efficiency, renewable energy options and REDD</p> <p>Carbon emissions saved through renewable energy solutions (e.g., biogas) and REDD-scheme</p>
	Result Area 11: The awareness of key stakeholders (economic leaders, policy makers, institutional investors) regarding green economy, environmentally and socially sound investments and economic practices is increasing.	<p>Number of investors engaged in the dialogue to invest in locally controlled forestry</p> <p>Number of Finnish economic leaders, policy makers and institutional investors actively participating in green economy activities with WWF</p>
	Result Area 12: People's (general audience, children, youth, teachers) awareness of sustainable lifestyle and ecological footprint is increasing in Finland and in selected programme areas through environmental education and communication activities.	<p>Number of children/youth mobilised in conservation initiatives/campaigns/school tours in Finland and in partner countries</p> <p>Media coverage in Finland (number of people reached with campaigns, number of participants in events, such as Earth Hour and similar)</p> <p>WWF brand research results improved regarding people's awareness of WWF Finland's work in developing countries (Working with local communities in developing countries, working to reduce poverty)</p>

# ANNEX 6. LOGFRAMES OF EVALUATED PARTNER PROGRAMMES/COMPONENTS

## Logframe for WWF Finland support to the CEAI

Objective and results areas	Indicators
Direct objective: By 2017, inclusive platforms for multi-stakeholder dialogue on forests and investments are established, strengthened and functional in Coastal East Africa (focus in Tanzania and Mozambique) to encourage inclusive and sustainable land based investment in the forest sector.	<ul style="list-style-type: none"> <li>Number of functional CSO coalitions/platforms formed and strengthened, as evidenced by active engagement in multi-stakeholders dialogue and lobbying events</li> <li>Number of cases focusing on social inclusion and gender equality discussed in the platforms.</li> <li>Number of cases focusing on indigenous peoples issues discussed on the platforms.</li> <li>Number of cases where CSOs are demonstrably influencing Government policies and decisions, changing the course of Government actions, including policies that affect women, indigenous peoples and minority groups.</li> </ul>
Result area 1.1) Natural resources forums/platforms in Tanzania and Mozambique supported, including CSO participants who promote gender and social inclusion topics and represent indigenous groups, to build multi-stakeholder dialogue platforms on policy and sustainable land-based business and investment solutions in the forest sector.	<ul style="list-style-type: none"> <li>Number of facilitated multi-stakeholder dialogue platforms in Tanzania and Mozambique (incl. government, public bodies, private sector, social and gender CSOs, indigenous/ethnic CSOs) on inclusive sustainable land based business and investments.</li> <li>Number of CSOs participating on the dialogue platforms who promote especially social and gender equality and benefit aspects.</li> </ul>
Result area 1.2) Credible information on forests and/or land-based investments, including information about social effects and impacts on women and indigenous groups, available to create awareness, build knowledge and generate national and regional dialogue in both Tanzania and Mozambique.	<ul style="list-style-type: none"> <li>Number of research assignments or case studies undertaken and published/disseminated in Tanzania and Mozambique including research that focuses on the potential effects (negative and positive) of land-based investments on women and indigenous communities.</li> <li>Number of dialogue generated out of research information/case studies/policy briefs/media reports</li> <li>Number of downloads and shares in social media.</li> </ul>
Result area 1.3) Regional cooperation between CEA forest forums as well as WWF partners, network and regional programs (e.g., LHI and CEAI) is enhanced to contribute to improved forest governance and pro-poor forest sector investments.	<ul style="list-style-type: none"> <li>Number of exchange visits between Tanzania and Mozambique;</li> <li>Number exchange visits between CEA and other region with community forest-private sector experience;</li> <li>At least one other international NGO with involvement in forest governance-forest investment actively engaged in dialogue platforms (e.g., IIED, IUCN).</li> </ul>
Result area 1.4) The NORDIC+ development and private forest sector is actively engaged through South-North dialogue in identifying key issues and options for enhancing equitable and sustainable investment in forestry in CEA.	<ul style="list-style-type: none"> <li>At least 2 South-North dialogue held with active participation of development partners and private sector.</li> <li>At least 2 options/issues for enhancing equitable and sustainable investment identified for upscaling in CEA</li> </ul>

Source: CEAI final revised logframe, 2015.

## Logframe for WWF Finland support to the Enabling Sustainable Development in Nepal

Objective and results areas	Indicators
Long-term development objective: By 2020, the valuable natural environment in Nepal and its priority conservation landscapes (TAL, SHL and NCPA) are conserved and valued, responsibly used and managed and equitably governed jointly by government and people to secure long-term social, economic and environmental benefits and rights of present and future generations	N/A
Direct Objective 1: By 2017, Protected Areas and critical corridors are effectively conserved and sustainably managed in priority programme areas to improve wildlife habitat and provide goods and services to forest dependent people	<ul style="list-style-type: none"> <li>Population of key species in mountain and Terai ecosystem (tiger, rhino, snow leopard)</li> <li>Community (in households) access in forest resources (Data: through memberships households of community forest, preparation of new community forest operational plan and the benefitted households, (Data disaggregated by marginalised, dalit and ethnic groups)</li> <li>Area of forest restored (Ha)</li> </ul>
Result Area 1: Poaching and illegal trade of wildlife and wildlife parts (snow leopard, red panda) are effectively curbed	<ul style="list-style-type: none"> <li>Number of functional relationship defined as number of formal meetings held between enforcement agencies and (wildlife Crime Control Beuro) WCCB.</li> <li>Effectiveness of patrolling (Number of cases of seizures) through joint action of WCCB forum and CBAPOUs.</li> <li>Number of patrolling through project's support</li> </ul>
Result Area 2: The high conservation value areas (protected areas, corridors and bottlenecks) are collaboratively conserved and managed	<ul style="list-style-type: none"> <li>Number of hectares of areas collaboratively managed in buffer zone and corridors (plantation, fencing, cement dund, area protected from fire line, alternative energy) - Q</li> <li>Number of people capacitated - Q</li> <li>Number of plan prepared or revised to support natural resources - Q4) Number of households with access to renewable and clean energy and estimated number of carbon saved in tonnes</li> </ul>
Direct Objective 2: By 2017, people are empowered to safeguard natural resources and benefitted in Kailali, Nawalparasi, Chitwan and Makwanpur districts in Terai and Sindhu-palchowk, Kavrepalanchowk and Rasuwa in middle mountain and adapt to the impacts of climate change.	<ul style="list-style-type: none"> <li>Case study illustrating the changes in adaptive capacity A</li> <li>Household economy changes (case stories) – (We will take before and after profile for some green jobs trainee in CY 15 and assess them in CY 16, including women/indigenous groups - form) - Q &amp; A</li> </ul>
Result Area 3: Increased community skill and capacity to sustainably manage Natural resources	<ul style="list-style-type: none"> <li>Number of people with new skills related to green jobs (using locally available forest resources with minimum impact on the resources for e.g., broom grass, leaf (Sal), bamboo, cane, etc.)</li> <li>Awareness change in Natural Resource Management</li> <li>Number of resource centre strengthened</li> </ul>

Objective and results areas	Indicators
Result Area 4: Green/eco-enterprises established/strengthened and green jobs are created/supported in decent work	<ul style="list-style-type: none"> <li>Number of green/eco-enterprises established/strengthened - Q2 (Number of woman entrepreneurs, marginalised entrepreneurs) – Q</li> <li>Number of people trained in green jobs generated by these enterprises (Woman entrepreneurs &amp; marginalised entrepreneurs) - Q</li> </ul>
Result Area 5: Community members in the selected target areas have better preparedness to adapt to the effects of climate change impacting their livelihoods	<ul style="list-style-type: none"> <li>Number of climate adaptation plans implementation supported.</li> <li>Number benefitted households through the implementation of this adaptation plans (data disaggregation - ethnicity)</li> </ul>
Direct Objective: By 2017, equitable, transparent, inclusive and responsible natural resource governance practices adopted and implemented by CUPPEC, CAWUN, BWI-NAC, CFCC, BZUC of priority areas.	<ul style="list-style-type: none"> <li>Number of CSOs practising good governance principles/ approaches, such as general assembly, public hearing public auditing, participatory well-being ranking and participatory governance assessment</li> </ul>
Result Area 6: Principles of good governance including benefit sharing is incorporated by CSOs.	<ul style="list-style-type: none"> <li>Number of civil society organization adopting equitable benefit sharing mechanism</li> </ul>
Result Area 7: Civil society partners and stakeholder sensitised to influence on ERPD (Emission Reduction Programme Document) and climate change related international negotiations such as UNFCCCs.	<ul style="list-style-type: none"> <li>Number of forum CSOs participates (visit, voice, participation)</li> <li>Number and status (environmental, local or international) of CSOs</li> </ul>
Direct Objective 4: By 2017, responsible and sustainable lifestyle approaches and low carbon development models developed and promoted in priority areas and with key stakeholders	<ul style="list-style-type: none"> <li>Number and type of best practices disseminated globally and adopted locally on REDD+ (ERPPIN/ERPD)</li> </ul>
Result Area 8: Awareness on sustainable lifestyles, consumption ethics and biodiversity conservation of youth and media is increasing.	<ul style="list-style-type: none"> <li>Number of events or campaigns (including the Generation Green), advocacy and media engagement organised</li> <li>Number of The Green Generation members coached</li> <li>Number of Mentee projects</li> </ul>
Result Area 9: Responsible and best practices, such as low carbon emission, or carbon offsett (REDD +) are conducted/adopted for green economy development.	<ul style="list-style-type: none"> <li>Number of events and participants in REDD + learning and sharing</li> <li>Status of ERPD document</li> </ul>

Source: Nepal final revised logframe, 2015.

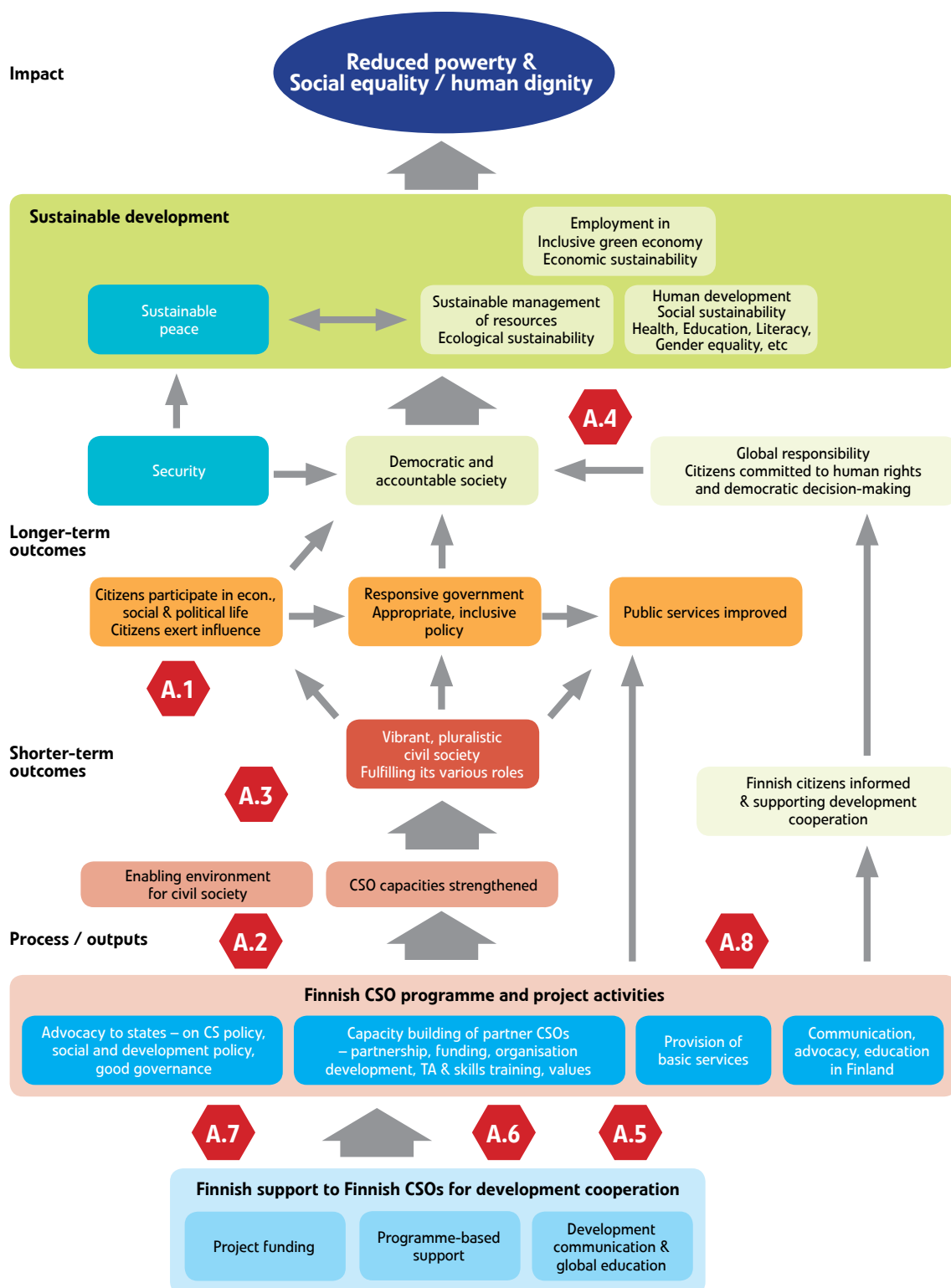
### Logframe for environmental education component

Objective and results areas	Indicators
Long term objective: By 2020, action, competence and empowerment is generated within target groups so they can build strong environmental citizenship.	N/A
Direct objective 1: By 2017, the quality and amount of environmental education in schools in Finland and Nepal is improved.	<ul style="list-style-type: none"> <li>The perception of the teachers/educators on their own competence in environmental education is increased.</li> <li>The amount of teachers/educators and pupils WWF has reached with the environmental education trainings, materials and school tours.</li> </ul>

Objective and results areas	Indicators
Result Area 1: The environmental competence of the teachers is increased through environmental education training in Nepal and Finland.	<ul style="list-style-type: none"> <li>Number of teachers in Finland and Nepal who have participated in environmental education training organised by WWF.</li> <li>Perception of the teachers on their environmental competence after the trainings.</li> </ul>
Result Area 2: The amount of environmental education is increased and the quality improved in school teaching in Finland with the help of educational materials produced by WWF.	<ul style="list-style-type: none"> <li>Number of educators using the materials.</li> <li>The perceived usefulness of the educational materials by the educators/teachers.</li> </ul>
Result Area 3: The environmental citizenship of the pupils and teachers is strengthened through environmental lessons facilitated by the WWF ambassadors.	<ul style="list-style-type: none"> <li>Number of trained WWF ambassadors.</li> <li>Number of the lessons conducted.</li> <li>Number of pupils who have participated to the lessons.</li> <li>Value / benefit / of the lessons perceived by the pupils and teachers.</li> </ul>
Direct Objective 2: By 2017, young people in Finland and Nepal are empowered to act as environmental citizens.	<ul style="list-style-type: none"> <li>The number of young people WWF has mobilised to act as environmental citizens (youth groups, eco-clubs, ambassadors) is increased.</li> <li>The perception of the young people who have actively been engaged in WWF environmental activities on their environmental competence.</li> </ul>
Result Area 4: The environmental competence of the young people is strengthened through actively engaging youth groups in planning and executing WWF campaigns and other environmental activities in Nepal and Finland.	<ul style="list-style-type: none"> <li>Number of young people reached in Finland and Nepal by environmental campaign activities.</li> <li>Environmental activities (events, happenings) conducted by the youth groups.</li> <li>Perceived increase in competence of the youth group members in Finland.</li> </ul>
Result Area 5: Environmental citizenship of the pupils is strengthened through establishing new and supporting existing eco-clubs in schools in Finland and by enabling cooperation with existing eco-clubs in Nepal.	<ul style="list-style-type: none"> <li>Number of new eco-clubs supported by WWF in Finland.</li> <li>Total amount of pupils actively participating in eco-clubs in Nepal.</li> <li>Initiatives between Finland and Nepal on cooperation.</li> </ul>
Result Area 6: The (environmental) competence of the young adults who have been trained as WWF ambassadors and have facilitated number of environmental lessons in schools has improved.	<ul style="list-style-type: none"> <li>Perception of the ambassadors on their environmental competence after the school tour.</li> </ul>
Direct Objective 3: By 2017, environmental and sustainable development aspects have been incorporated in the new curricula of the Finnish schools.	<ul style="list-style-type: none"> <li>Level of environmental and sustainable issues included in the final curricula (e.g., mentioned in the values, objectives, different subjects).</li> </ul>
Result Area 8: WWF Finland has actively influenced the curricula reformation in coalition with other Finnish NGOs to include important environmental and sustainability themes.	<ul style="list-style-type: none"> <li>WWF's participation in the process and statements given during the process.</li> </ul>

Source: Environmental Education final revised logframe, 2015.

# ANNEX 7. THEORY OF CHANGE FOR FINLAND'S SUPPORT TO CSOS





# **EVALUATION**

**PROGRAMME-BASED SUPPORT  
THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS I:  
WWF FINLAND  
2016**



**MINISTRY FOR FOREIGN  
AFFAIRS OF FINLAND**